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columbia point new community study

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THE SUMMERSON TEAM:

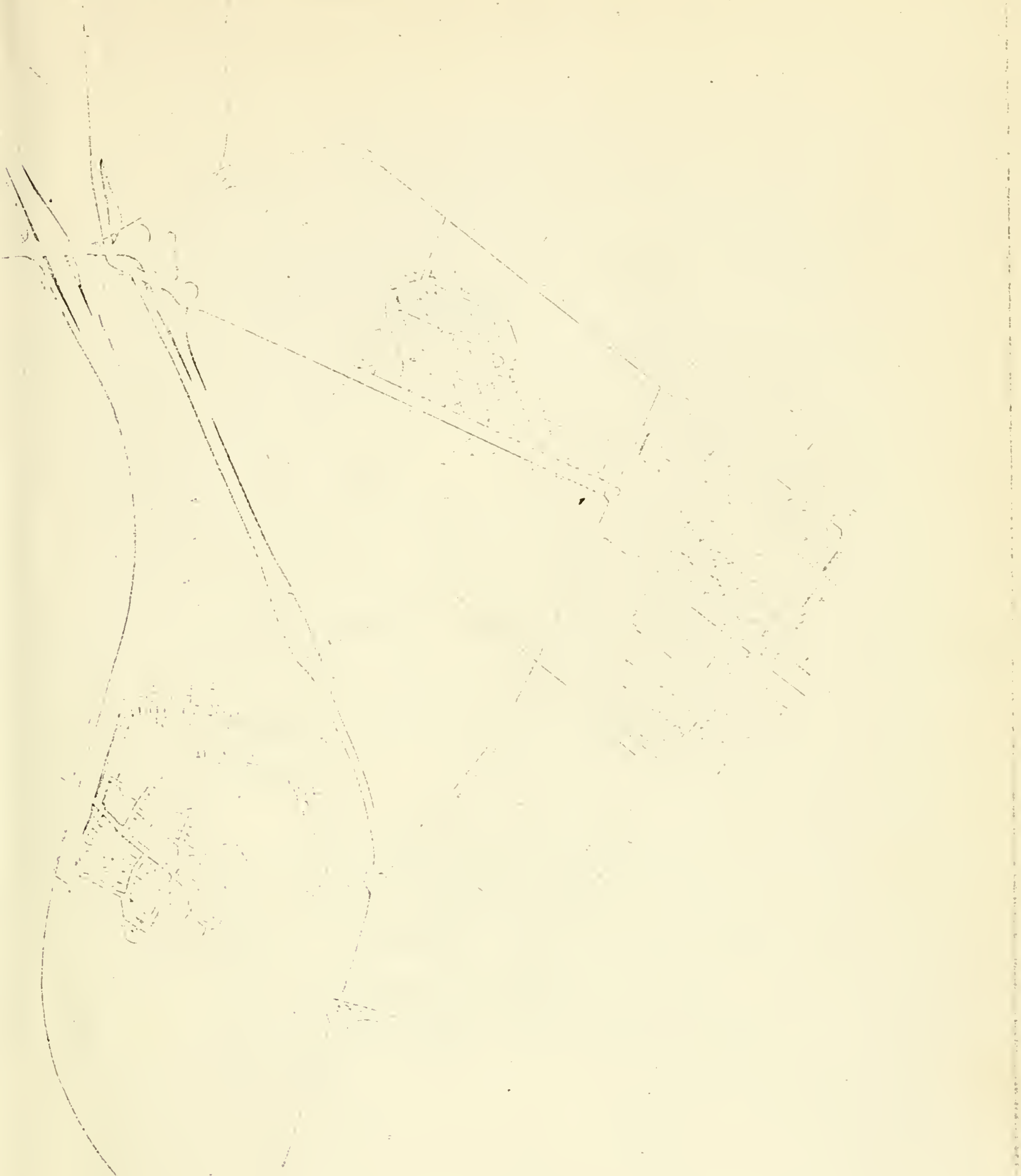
WHITE - BISON & COMPANY
Project Directors

JOHN DRUKER & SON
Developers

CAMPBELL, ALDRICH & NULTY
Architects

ROPES & GRAY
Legal Counsel

STULL ASSOCIATES
Consulting Architects



COLUMBIA POINT DEVELOP[illegible]

campbell, aldrich and nulty architects

[illegible]NERSON

9.25.83

STATEMENT

The express purpose of this report is to show the trustees of the University of Massachusetts an alternative to their use of the site on the Columbia Point Peninsula presently being planned for housing.

It is the contention of the Summerson Team that this comprehensive plan makes the best and highest use of the Peninsula, and serves the best interests of the community, the city, the University and Summerson.

INTRODUCTION

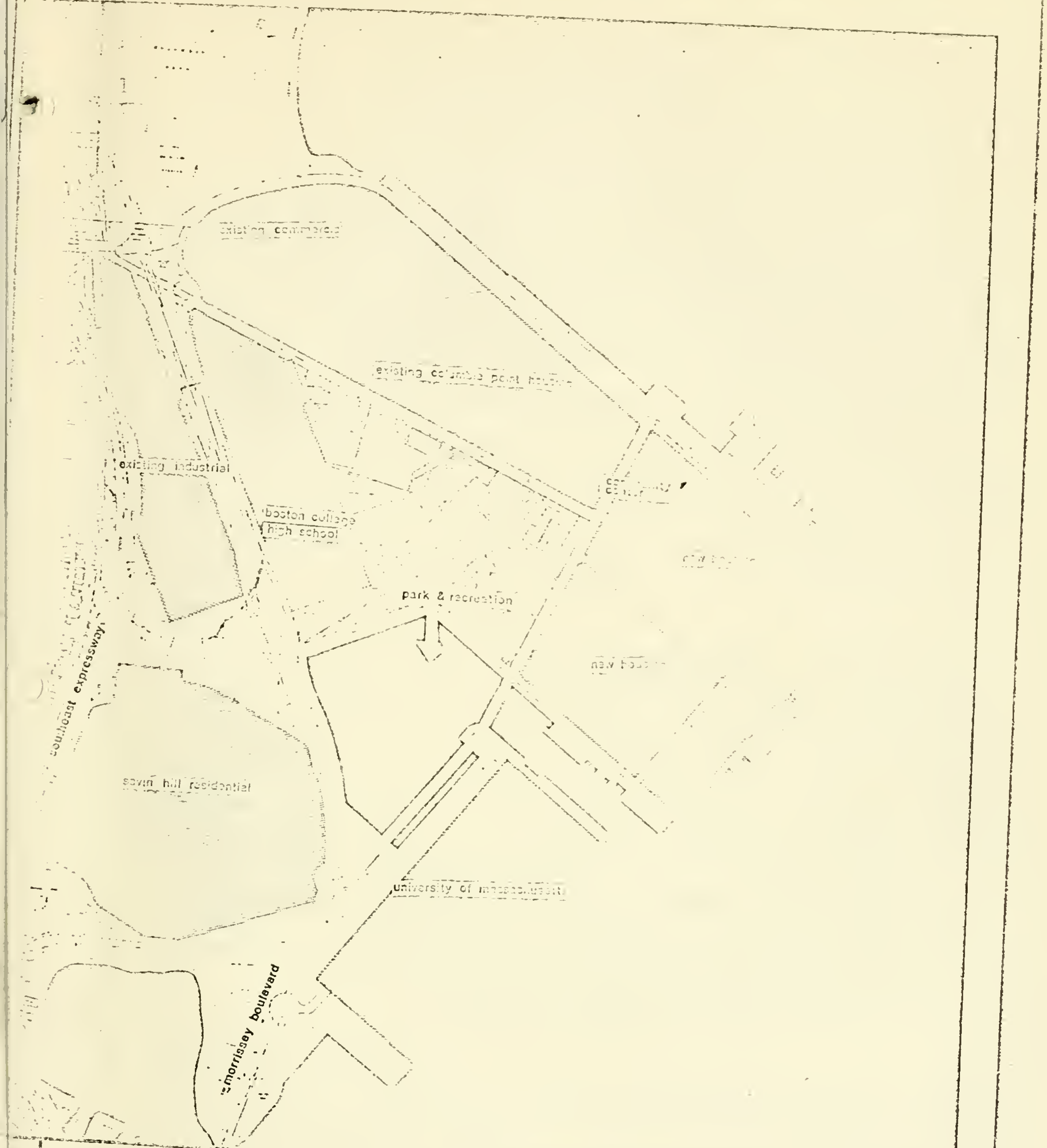
This plan is proposed to the trustees of the University of Massachusetts to show how the University can accommodate its campus requirements at Columbia Point as well as stimulate the growth of a modern new community around it.

The adoption of this plan will allow the University not only to have its campus within the vital urban context which an in-town campus denotes, but it will also permit the trustees to make a major commitment toward alleviating the immediate urban housing crisis facing the city of Boston.

Under this plan, the University would build its campus on new land created for it adjacent to the former dump which it is currently proposing to use. The dump site would be developed, by private developers, prior to the building of the University, for 1500 housing units. This additional housing would allow for the transformation of the existing housing project from its current isolation into a healthy, mixed-income community with a potential development of 2000 additional housing units on the adjacent city-owned property.

Several factors indicate the advantage to the University of adopting this plan:

1. By stimulating the growth of a new community, along with its own development, it will best serve its own interest: to have an "in-town" campus.
2. By stimulating the development of new housing it will be resolving the problem of what to do about the plight of the existing Boston Housing Authority project, without displacing its inhabitants.
3. The site meets all of the requirements of the University:
   - a. The site proposed is comprised of an initial 81 acres of land with expansion space up to 140 acres.
   - b. The site is directly accessible from Morrissey Boulevard allowing regional traffic access directly to the University without crossing other properties such as the Boston College High School waterfront or the residential community.
   - c. The site is directly visible from all major directions of access. It will have the same, if not greater, amenities of view and water frontage.
   - d. Soil conditions and Federal Aviation Agency requirements will be less restrictive and will allow for sounder, less complicated construction.
   - e. The increased activity on the peninsula should allow for an improved position in seeking public transportation facilities.
   - f. The new site would not hinder the development of the World's Fair plan.



COLUMBIA POINT DEVELOPMENT STUDY
campbell, aldrich, and nulty architects

CHARACTERISTICS OF THE PLAN

Location and Visibility

As shown in this study, the University of Massachusetts is located at the mouth of Savin Hill Cove. This location will be set off by water on its two major sides and the University will be powerfully identified from the Southeast Expressway. Savin Hill Cove will remain as a reflecting pool for the University as well as a water recreation area for Savin Hill, the Boston College High School and the new community.

Size

As shown, the University site is comprised of 81 acres of land, 60 acres of which will need to be filled. Seventeen of these acres are beyond the pierhead line. An additional 40 acres could be developed seaward of this site and another 20 could be used to the southwest toward Malibu Beach, without hindering the navigation of the Neponset River. These extensions of area could be integrated into the World's Fair plan, in the same manner as proposed from the dump site.

Sub-Soil Conditions

The sub-soil conditions in the proposed site area are better suited to high-rise construction than those at the dump site. Existing boring data indicate that the length of the piles required to attain the hard-pan surface needed for high-rise

would be less at this location than at the dump site.

While much of the University plan would be low in height in order to accommodate optimum inter-classroom circulation, the future planning of the University will be helped if those areas which can go high-rise are permitted economically to do so.

Because of longer spans and more critical tolerances, the specifications for University buildings will require more stringent soils preparation than will be needed for housing.

Fill

The construction of new land is currently being accomplished at Logan Airport by the Port Authority at a cost of 30¢ per cubic yard of good fill. At the proposed new site for the University, the same cost would be translated to approximately 30¢ per square foot for the creation of new land. While the same quantity of fill would not be required on the dump site as on the proposed site, a considerable volume of the existing dump material would have to be removed and replaced with good material in order to prepare the surface of the dump for the University's buildings. Its removal would be costly and bulkheads would be required for its disposal.

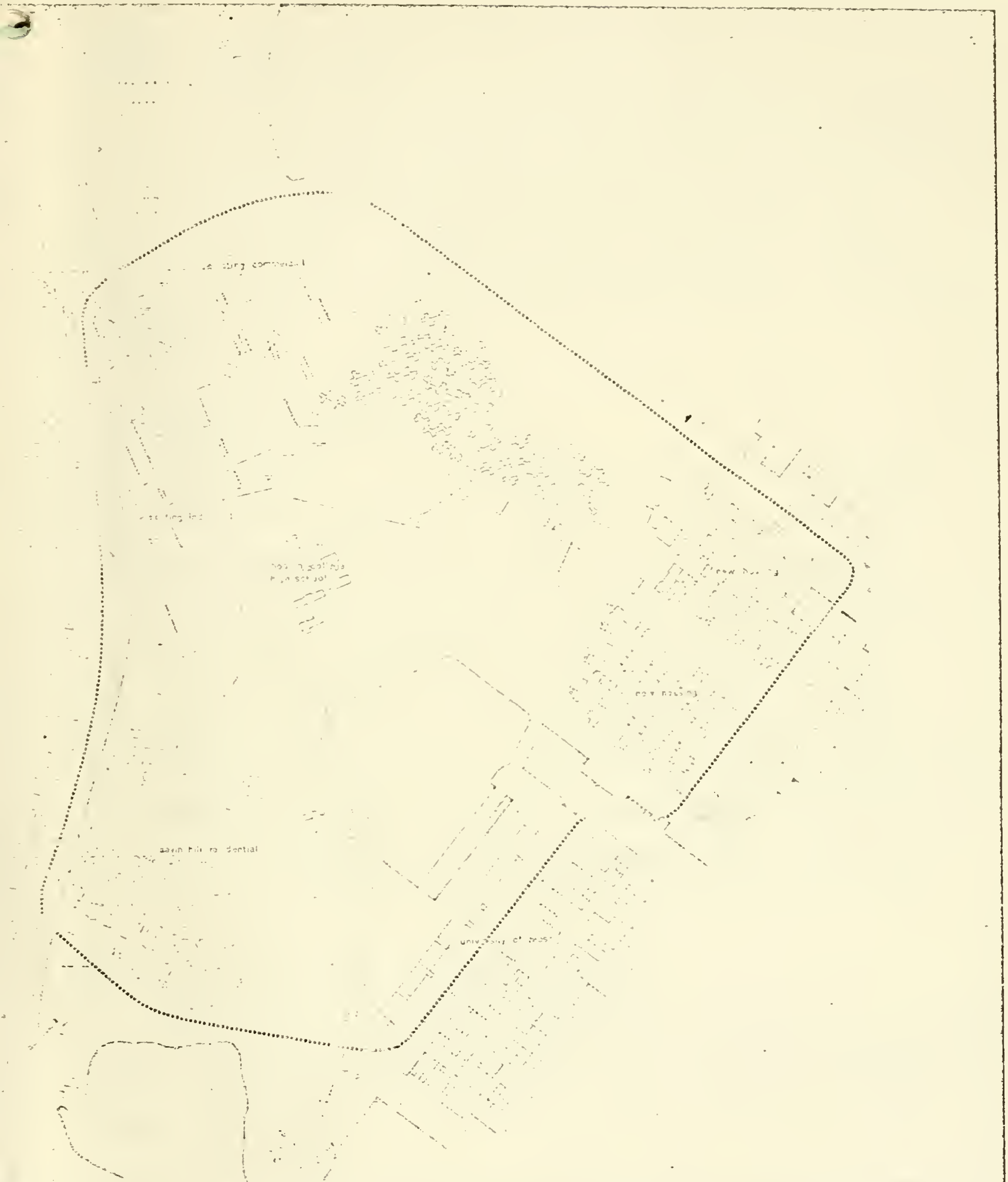
Access to the University

The proposed location for the University in this study will allow for direct access from Morrissey Boulevard, both during and after construction. The site can be filled directly from the Boulevard to avoid passing in front of the Boston College High School.

Later, direct access from the Boulevard will permit the large number of student and staff cars to reach the University parking facilities without cutting off the High School waterfront. Its direct location will also permit the elimination of the costly five lane access road required otherwise to link the Boulevard with the University, if it should go on the dump site.

Access to the New Community

The construction of housing on the end of the peninsula will permit the construction of the new road, proposed in all former Boston Redevelopment Authority plans, to the seaward of the existing housing project. Access to the new housing, as well as the existing project, from this new road will insure the virtual elimination of Mount Vernon Street which could then become a pedestrian mall. All of its traffic hazards would be eliminated and the residents would have the beginnings of a park at their doorsteps. The schools and church of the community would be directly accessible to pedestrian movement and a large contribution would have been made toward changing the presently bleak visual image of the existing project.



COLUMBIA POINT DEVELOPMENT STUDY
campbell, aldrich, and nulty architects

date: 9.25.63
scale:

Public Transportation

The new community shown on the plan would contain a population of 35,000 people, including 18,000 from the University. The development of a loop transit system to serve this population could be accomplished in a monorail or single track bus system, serving the University population and the residents.

Availability and Costs

The sites proposed in the plan are available for immediate development and, unlike the downtown locations previously explored, require no costly land-takings or relocations. The costs of creating buildable land are substantially less than would be the costs of acquiring any downtown site. The proposed University site would leave valuable taxable land available to the city. The total $75 million residential development would pay, as a private development, an estimated one half million sorely needed tax dollars per year to the city tax base.

The University Within the New Community

The understandable desire of the trustees to place the University within an urban environment will be better served by this proposed plan.

The diversified population of the the new community, set against the scenic beauty of the peninsula, will attract the same sort of public and private interest which created Boston's existing squares and landmarks. The community will draw the shops, restaurants, hotels and public facilities which characterize similar but older urban centers.
With the adoption of this plan, the environment surrounding the University need not depend upon federal decisions revolving around the success or failure of the World's Fair. It can be started immediately and can become, not only a new landmark for the city, but an outstanding example of thoughtful city planning for the rest of the nation.

STATEMENTS OF SUPPORT

Columbia Point Community Development Council, Inc.

20 MONTPELIER ROAD, DORCHESTER, MASS. 02125
~~282-2949~~ 288-0400

October 7, 1968

Mr. William White
White-Bison and Company
145 Hanover Street
Boston, Massachusetts

Dear Mr. White:

Thank you for your presentation at the Council meeting regarding construction of additional housing at Columbia Point. We very much appreciate your desire to include the community in your planning.

Following your presentation, the Council members voted unanimously to support the plan for construction of housing, as was explained by you and Mr. Aldrich. It was the feeling of the Council that this program would add a whole new dimension to the area, and would greatly improve the whole environment.

We will be ready to meet with you any time for further planning.

Sincerely yours,

DS/rm

Donald H. Strong - Executive Director

GREATER BOSTON REAL ESTATE BOARD
24 SCHOOL STREET
BOSTON, MASSACHUSETTS 02108

RICHARD H. HALLETT
PRESIDENT

October 11, 1968

Mr. William White
White-Bison Company
145 Hanover Street
Boston, Massachusetts

Dear Mr. White:

After viewing the plans to include a low to moderate cost housing development in the Columbia Point area, I agree they are deserving of strong consideration.

I realize that the University of Massachusetts has selected Columbia Point as the general locale for its projected campus but I do believe that the plans for the Summerson Housing development and the University are compatible in the area according to the information presented to me.

We are all aware of the difficulties the University has had in locating a suitable site for its projected campus complex and I am convinced the University must now be given prime consideration at the Columbia Point location.

However, the idea of producing desperately needed housing units for Boston, under a plan that permits both housing and the University, is an appealing one which enthuses me. Consideration of the Summerson plan by the University officials would be a constructive move which could enhance the entire community and the relationship between the community and the University itself.

The potential of improvement of the present Columbia Point housing project, offered under the Summerson plan, is of obvious value to the prestige of the entire city and should be carefully weighed before any final decisions are made on the precise location of the University buildings.

Boston, its taxpayers, citizens of the Columbia Point community and the University of Massachusetts might all benefit if the Summerson plan is given the serious consideration it should receive.

Sincerely,

Richard H Hallett

Richard H. Hallett
President

ss

HI 5-5900

FAIR HOUSING, INC.
14 CRAWFORD STREET
ROXBURY, MASSACHUSETTS 02121

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William White

Sadelle R. Sacks
Executive Director

October 10, 1968

William White
White Bison Co.
145 Hanover Street
Boston, Mass.

Dear Bill:

I have been trying to reach you on the phone ever since I heard the news about the University of Massachusetts' interest in the land at Columbia Point.

I do hope that this news will not effect the plans for building of Summersun Corporation. It seems to me that your program for building 221 (D)(3) housing out at the Point is the first plan that is designed for those families most in need of housing in Boston today.

Did you know that Fair Housing, Inc. now has 1,000 families with emergency housing needs on its current register? Despite all of the programs here in Roxbury, the supply of low and moderate cost housing is dwindling. The lack of decent housing for large-size, poor families is at a critical stage here in Roxbury-Dorchester and I shudder to think of what is in store for us this winter as old furnaces break down and hundreds, or more likely, thousands of families suffer the hardships of freezing pipes and unheated apartments.

I became excited about "Summersun" when you first described the plans to me. Columbia Point has been such a disaster area as a public housing site. I think the development designed by your group will make the Point a desirable place to live, will work out some of the problems of population density within the project, and will provide good living for large-families. Until the "difficult to house" family is accommodated, I am

convinced that "renewal" programs are just a waste of funds because they result in the improvement of one area only to create blight in other neighborhoods. I have seen the blight spread from Washington Park to Dorchester, and although Model Cities is still in the planning stage - blight and slums are already proceeding well in advance of the areas to be covered by Model Cities boundaries.

We have heard through the grape-vine from client-families that the residents of Columbia Point are enthusiastic about "Summersun". If there is anyway we can help by adding our enthusiastic support, please let us know. My personal feeling is that the Point would benefit from having both the housing development and the University. Is there room for both?

Let me hear from you soon.

Sincerely yours,

Sadelle R. Sacks

Sadelle R. Sacks
Executive Director

CITIZENS HOUSING AND PLANNING ASSOCIATION
of Metropolitan Boston, Inc.

7 MARSHALL STREET • BOSTON, MASSACHUSETTS 02108 • 742-3720

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Adam Yarmolinsky

EXECUTIVE DIRECTOR
Robert E. McKay

October 11, 1968

Mr. William J. White
White-Bison and Company
145 Hanover Street
Boston, Massachusetts 02108

Dear Bill:

Citizens Housing is very impressed with your plans for a comprehensive middle-income housing and school development plan at Columbia Point.

Throughout the metropolitan area and particularly in Boston there is a critical need for housing for low- and middle-income families and elderly people. A broad plan like the one you propose should allow an orderly development of this exceptional location and at the same time provide housing for those in greatest need.

We appreciate the comprehensiveness of your plan and your willingness to tie together new housing and the Columbia Point public housing project. We feel it is necessary that it be fully integrated in your planning. What happens at Columbia Point will have a real impact on the lives of the thousands of residents in the public housing project.

Cordially,

Robert E. McKay

Donald Strong

STATEMENT OF PURPOSES OF 'THE DORCHESTER LANDING' DEVELOPMENT GROUP

To foster and assist in planning, research and education for the development of ways and means to bring about an improvement in the social and physical conditions and general welfare of the people of the Columbia Point District of Boston, Massachusetts, and of the community of Boston Proper of which it is a part, to the end that the Columbia Point District may become a better place in which to carry on recreational and education activities and to live, and to the further end that certain blighted, open, decadent or sub-standard areas in said District may be redeveloped in accordance with a comprehensive plan to promote the sound growth of said District.

To develop sound plans and projects for the physical and social improvement of the Columbia Point District of Boston as a commercial and residential center; to publish and disseminate information concerning, or otherwise direct public attention to, any such plans or projects developed by this organization or by any other organization, and to assist in the implementation of any such plans.

To cooperate with, support and assist other organizations, associations or groups, both governmental and private, whose activities will further the accomplishment of the aforesaid purposes.

To eventually incorporate in order to collect and receive funds by way of gifts, contributions or grants, and to apply the income or principal thereof to the accomplishment of the aforesaid purposes.

The corporation shall be a strictly nonprofit organization, operated exclusively for the foregoing purposes, and no part of its net earnings shall inure to the benefit of any private individual. The corporation shall not participate in or intervene in (including the publication or distribution of statements) any political campaign on behalf of any candidate for public office.

Upon dissolution and winding-up of the corporation, its assets remaining after the payment of all its obligations, shall be transferred by gift only to one or more organizations of the type described in Section 501(c)(3) of the Internal Revenue Code of 1954, as amended from time to time, to the Federal government or to a state or local government for public purposes and no private individual shall by virtue of such dissolution and winding up ever receive or be entitled to any of the assets of the corporation.

DORCHESTER LANDING DEVELOPMENT COMMITTEE
20 Montpelier Rd. Dorchester, Mass. 02125

Dear Congressman:

We are interested in the implementation of the development of housing and recreation at Columbia Point, in general accordance with the Boston Redevelopment Authority's "Columbia Point" Feasibility Study FS89.

Urban Renewal Treatment of this area is urgently needed in order to:

(1) Give its 6500 public housing residents, now deprived of the normal social and economic amenities of neighborhood living in Boston, a desperately needed balance in housing and people.

(2) Prevent dangerous and unhealthy industrial activity in the midst of this residential and educational community. To encourage the development of sound plans and projects for the physical and social improvement of the Dorchester-Columbia Point Community.

(3) Preserve our shore line that once attracted Boston's first settlers in 1630, for recreation and enjoyment by the people of the entire Boston area and a truly balanced bayside community to whom Boston can point with pride.

We respectfully request your help and support in obtaining the enclosed "Special Legislation" declaring Columbia Point an Urban Renewal Area. This legislation is essential in making the above a reality.

A Committee representing our group would appreciate meeting with you personally regarding the above.

Sincerely,

Boston College High School

Christian Center Columbia Point

John M. Corcoran & Co.

Dickey Raymond

DUNA (Dor. United Neighborhood Association)

Morgan Memorial (Mass Housing Assos)

Security Columbian

Tufts Health Center

The Boston Globe

St. Christopher's Parish

Columbia Point Community Council

Dorchester Savings Bank

The First National Bank

Recording & Statistical Corp.

WHDH

Action for Boston Community Development

Boston Sunday Globe July 2nd 1967

By ANTHONY J. YUDIS
Globe Renewal Reporter

A Dorchester-based community group is seeking congressional help to dust off and implement a plan to bring urban renewal to the Columbia Point public housing project.

The group, comprising representatives of business, social, church and public organizations, favors a program that would help develop a "community" on the Point.

At the same time, they note, it would end the public housing isolation that has existed since construction of the project.

Two years ago the Boston edevelopment Authority roduced an urban renewal easibility study that showed remendous development potential for the entire area urrounding the project.

The development plan was nitiated earlier by Boston evelopment Director Edard J. Logue and had the acking of the Boston Housg Authority's administrator llis Ash.

The study showed that some 20 units of moderate income using could be built on out 60 acres adjacent to the oject and overlooking the terside.

It also recommended reiming 64 acres—much of it oreline, for an impressive ional recreation area.

But the study also stressed t only through Federallyed renewal was the relding program feasible. e reason — public funds re needed to help defray e of the expensive site ning and foundation work private builders would be able to absorb.

n this way, it was exned, the subsidies would in keeping new rentals in the reach of moderateme families.

t optimism soon faded n the program ran into a dead-end in Washington's Federal Housing and Urban Development Department. The agency ruled the area, predominantly open, could not qualify for an urban renewal undertaking.

With the B.R.A. pressuring Washington for grants for other "priority" areas, Logue decided not to push for the Columbia Point plan. He suggested instead the Columbia Point and Dorchester communities take more interest in the area and take some initiative from within.

There followed a series of meetings among community and business interests, the B.H.A. and the B.R.A., and today a "Steering Committee" is putting together arguments to be presented to local congressional leaders that may pave the way for an improvement program.

"We're trying the central business district type of approach, and reaching out to get all the community behind it," says Joseph Corcoran, a Dorchester realtor and one of the prime movers for a Columbia Point program.

"We don't intend to appeal the H.U.D. decision," said Corcoran, "instead we hope we can get our Congress and senators to attach a rider on some specific legislation which would in effect say that Columbia Point by legislative fiat is an urban renewal area and would qualify for subsidies and grants."

The steering committee, said Corcoran, plans to meet soon with Cong. John W. McCormack to discuss the matter.

The Dorchester community, said Corcoran, should get involved in the Columbia Point since what happens there has an effect on the rest of the community. He cited the interest of the Dorchester United Neighborhood Assn. in preserving for recreational use the Dorchester Bay shoreline instead of having industry take over. And the need for a variety of types of housing to complement the public housing development is recognized also by the Dorchester community as well as housing and social experts.

Only with new housing—other than more public units—will the Columbia Point area become a community, they contend.

Perhaps the best example of this was given by Don Strong, chairman of the Steering Committee who serves primarily as director of the anti-poverty program at the housing project.

Strong noted that an application was put in with H.U.D. for a community center for Columbia Point.

"They turned it down, however, because they said this was not a community, but simply a cluster of one kind of buildings.

"This area needs a community center as badly as any other section, but in the eyes of Federal officials, we can't get one—because we are not a community."

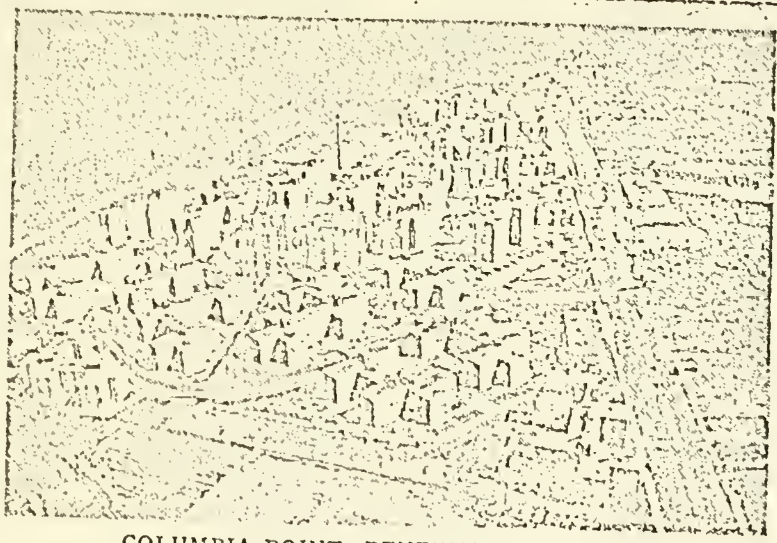
The only answer, he said, "is to bring in more housing and create a community structure. And we realize that it is impossible for any private developer to put up middle-income housing by himself. Costs would be too high, but less so with renewal help."

Logue said he would back the ideas of the community.

"Anything to balance out Columbia Point is very much in the public interest and certainly would represent an improvement of the entire area. It's a very important objective and I certainly would like to help in any way I could."

Logue already is working on a campaign to induce trustees of the University of Mass. to locate its proposed Boston branch at the tip of Columbia Point on a 112-acre site.

The area proposed is included in the urban renewal plan as the site for the major housing development mentioned earlier. But the renewal director still thinks that 750 housing units can be built and perhaps with reclaimed land, the number could be increased.



COLUMBIA POINT—RENEWAL AID SOUGHT

Strong says he thinks 750 units would not be sufficient to change the character of the area and that more like 1500 units of different types would be needed.

"If that could be worked into the University of Massachusetts plan, people here certainly would welcome the change. We'd be opposed to a major luxury high rise buildings with exclusive marina and recreation but certainly would like to see such housing as rentals, or perhaps cooperatives.

"We feel unless interest is developed on the part of the people living here and the businesses around us, one day someone will come in with a plan in which we will have no voice.

Corcoran noted that the area is zoned for industrial use and attempts have been made by industrial developers to obtain tidelands legislation. This would have made the land more valuable and out of the reach for housing plans.

Corcoran credited state Rep. Robert Quinn of Dorchester with helping to prevent passage of such tideland rights.

According to the Boston Housing Authority the project, which houses some 6000, is one of the few in the city where there are vacancies which vary from 100 to 150 apartments each year.

This indicates a negative aspect to the development, but Strong emphasizes this will change, and the project is now becoming more desirable, in view of the well-planned health center program by Tufts, the opening of the new school recently and increased facilities for food shopping.

But John Stainton, chief planner for the B.R.A., believes eventually the ownership of the public housing should change to get the kind of mix needed. Some of it, he suggests, could be developed into private housing.

"The basic deficiency of such a large housing project is that you have some 4500 children out of a total 6500 population. This is a tremendous concentration of children that should be reduced for a better and planned balance."

Among those serving on the steering committee are Dr. Count Gibson of Tufts who heads the experimental medical and health program at the housing project; Rev. Lawrence Wetterholm of St. Christopher's Church in Columbia Point; Richard Northrop of Security Columbian Banknote Co., also at Columbia Point; and John Giuggio, assistant business manager for the Boston Globe.

The steering committee is an arm of a larger organization comprising representatives of businesses, schools and churches in the Dorchester-Columbia Point areas formed specifically for doing something constructive about Columbia Point.

[illegible]

29 [illegible] Park, Dorchester, Mass.

288-[illegible]

April 29 1968

Dear Member:

No doubt you have been wondering what has happened to the Dorchester Landing Development Committee. During the past months we have been in contact with several lawyers trying to get help with writing the legislation we proposed. None of them have produced anything.

Since our last meeting a new administration has assumed the reins of our city. Feeling it was only proper that we should appraise the new Administration of our group and its goals, I appointed a committee to contact the Mayor's office and arrange a meeting with the Redevelopment Director, Mr. Hale Champion.

John gaggio, Joe Corcoran and myself did meet with Mr. Champion.

Mr. Champion's reaction to the concept of a new community at Columbia Point was enthusiastic. We explained that we were at the stage of requesting 'specific legislation' for urban renewal treatment at Columbia Point. He requested that we withhold our request until (1) the University of Massachusetts made their site selection (scheduled in May) (2) he and his staff had an opportunity to review the entire proposal. He said that he would assign a staff person to make a new evaluation of the Columbia Point situation.

Each of us came away from the meeting with the firm impression that Mr. Champion was genuinely interested in advancing a program for the development of Columbia Point and the harbor islands as a new residental community.

In consideration of Mr. Champion's request we did feel we would suspend our 'specific Legislation' approach temporarily so we could, if at all possible, coordinate our actions with those of the Boston Redevelopment Authority.

Our next meeting will be at the end of May and, you will be notified by a separate mailing.

At that meeting we will expect to have a report from the B.R.A. on the status of University of Mass. site and their review of the future of Columbia Point. We will also have a report from our by-law committee, I feel it is important that we proceed organizationally so that we might be an effective and influential group that the Columbia Point community has long needed.

As acting Chairman of the Dorchester Landing Development Group I am requesting that each member contribute $5. each to handle miscellaneous expenses for 1968 I have appointed Father Wetterholm acting Treasurer so please address all checks to
Father Wetterholm, St. Christopher's Church, Mt. Vernon Street, Dorchester, Mass.

Very truly yours,

Donald H. Strong

Donald H. Strong
Acting Chairman

cc: H. Champion
K. White

CY 6-4400

John M. Corcoran & Co.

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296-7900

April 12, 1968

Mr. Hale Champion
Boston Redevelopment Authority
1108 City Hall Annex
Boston, Massachusetts 02108

RECEIVED
APR 15 1968
Boston Redevelopment Authority
Office of Development Administrator

Dear Mr. Champion:

Don Strong, Chairman of 'The Dorchester Landing Development Group', has appointed a committee of four to meet with you in order to apprise you of our objectives at Columbia Point and, hopefully, to solicit your support for 'specific legislation' declaring Columbia Point an urban renewal area.

The committee includes:

Joseph E. Corcoran of the John M. Corcoran & Co.
Dr. Count Gibson
John Juggio of The Boston Globe
Donald Strong, director of Columbia Point Community Council

288-0400

Don has asked me to try to arrange an appointment, aware of your busy schedule. I have enclosed the Group's 'Statement of Purpose' and additional information so that our meeting could be brief and to the point.

Sincerely,

Joseph E. Corcoran

JOSEPH E. CORCORAN

JEC/mk
Enc.
cc. Mayor Kevin White

Recent History of Interest In Developing Columbia Point

- In 1964 the Boston Redevelopment Authority conducted a study to determine the feasibility of developing housing and recreational facilities on Columbia Point.

- The study showed that approximately 1500 units of moderate income housing could be built if federal assistance under the urban renewal program were made available.

- However, the Department of Housing and Urban Development ruled that the predominantly open area could not qualify as an urban renewal project because it lacked the required percentage of land devoted to residential use.

- The present effort, being carried out by representatives of community groups and business, and supported by the Community Council of Columbia Point residents, is to have Columbia Point declared an urban renewal area by an act of Congress. This would make the area eligible for urban renewal grants and loans.

Why New Residential Development on Columbia Point?

The General Plan for the City of Boston and the Regional Core, 1965-1975, designates residential use as the most appropriate for Columbia Point. The reasons are several, including:

1.) The area's inherent potential
Views of the Boston skyline and harbor, combined with water access and proximity to downtown Boston make the area a prime potential site for housing and recreation facilities.

2.) Need for more housing to accomodate persons displaced by urban renewal elsewhere in the City.

3.) (Most important) Need to improve the environment and reduce the physical and economic isolation of the 6500 residents of Columbia Point public housing.

At present, the population of Columbia Point consists mostly of children and women -- with a large percentage of female headed households. Fifty-five percent of the residents are Negroes. Incomes are low, averaging $45.00 weekly (1965), and 56% of the families receive some form of public assistance. There are a relatively large number of problem families.

These people are crowded into a 40-acre tract adjacent to a dump on one side, water on another, and isolated from other residential areas by a highway, railroad tracks and industrial uses. The community has no movies, bars, bowling alley, YMCA; no place to hold large gatherings, no place for spontaneous recreational activity to take place. It was refused a community center by federal officials because in their eyes, it does not constitute a community.

There is an urgent need to provide additional "urban amenities:" commercial and recreational facilities ordinarily taken for granted. Yet, the population of Columbia Point project is not large enough to justigy some of these facilities, and even if they were to be provided, additional services and facilities would only serve to make Columbia Point more tolerable. They would not reduce the economic and social isolation of the residents.

By broadening the range of housing types at various income levels, it should be possible to:

(a) Dilute the concentration of low income problem families and provide more social balance.

(b) Alter the low status reputation of the area and help to reduce the feelings of self-abnegation and despair of project residents.

(c) Provide places for project residents rising economically to move within the area.

All of these things should help to promote a greater sense of pride in self and in community and should result in higher levels of responsibility and motivation on the part of project residents.

Why Urban Renewal?

- Not only would piecemeal industrial development be injurious to the existing residential area, but it would sever the whole Columbia Point shoreline from recreational use by Boston's neighborhoods.

- Without urban renewal, private residential development on Columbia Point would have to be luxury housing in order to compensate for the cost of site preparation. This would be incompatible with the existing public housing.

- Only with urban renewal assistance is it possible to make necessary site improvements without putting a heavy burden on the City and without necessitating high rent levels.*

---

*Columbia Point Feasibility Study, FS-89, prepared by the Boston Redevelopment Authority.

INTER-OFFICE COMMUNICATION

TO

FROM

DATE

UBJECT

26

COMMUNITY RENEWAL PROGRAM - NEW COMMUNITY AMENDMENT

OUTLINE OF AMENDATORY APPLICATION

Code No.	Item
CR 101	Application Form HUD-6400
	Report of Local Projects and Plans
CR 102	List of projects approved, in execution, or have been completed.
CR 103	CRP work completed or now underway. Relationship of this work program to the ongoing program.
	General Plan
	Evidence Regarding General Plan
	Description of Proposed Activities
CR 121	Description of scope and character of activities proposed including: 1. Work Items 2. Who is to perform each work item, staff or consultant 3. Schedule for start and completion of each work item.
	Budget and Financing Data
CR 141	Budget Form HUD-6400
CR 142	Narrative statement in support of budget estimates and relating costs to work items.
CR 143	Evidence of availability of non-federal funds
	Legal Data
CR 151	Not applicable
CR 152	Resolution of governing body approving filing of application
CR 153	Opinion of Counsel for applicant respecting application

CR 101 Form approved
Budget Bureau No. 63-R990

H-6400
(9-63)

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

APPLICATION FOR COMMUNITY RENEWAL PROGRAM GRANT

INSTRUCTIONS: Prepare original and 3 conformed copies for HHFA. Place original in Binder No. 1, copies in Binders No. 2, 3, and 4.

(TO BE FILLED IN BY HHFA)

COMMUNITY RENEWAL PROGRAM NO.
Mass. R-131 - (CR)

DATE RECEIVED

A. APPLICANT *(Correct legal name of applicant authorized to enter into contracts with the United States)*

Boston Redevelopment Authority

B. LOCALITY

Boston, Mass.

C. PURPOSE OF APPLICATION *(Check one only)*

1. ☐ Federal grant for preparation of Community Renewal Program
2. ☐ Federal grant for completion of Community Renewal Program
3. ☐ Federal grant for revision, updating, or extension of previously completed Community Renewal Program
4. ☒ Revision of previously approved application dated February 12, , 19 68

D. AMOUNTS	USE ONLY IF ITEM C4 IS CHECKED		REQUESTED FOR APPROVAL
	PREVIOUSLY APPROVED	ADJUSTMENT (+ OR –)	
1. Federal grant applied for	$ 654,031	(+) $ 150,000	$ 804,031
2. Non-Federal funds to be made available	327,019	(+) 75,000	402,019
3. Total estimated cost	$ 981,050	(+) $ 225,000	$ 1,206,050

The Applicant identified above hereby makes application for a grant, under the provisions of Section 103(d) of the Housing Act of 1949, as amended, to aid in defraying the cost of the preparation or completion of a Community Renewal Program, comprising certain studies, surveys, technical services, and other activities as more fully described in the documentation submitted in support hereof.

The Applicant represents that it has or will have available, when needed, sufficient funds to defray, with the requested grant, the cost of the preparation or completion of a Community Renewal Program; that the data and information in support of and constituting part of this application for a grant are true, correct, and complete; that the filing of this application has been duly authorized, and that the undersigned officer (or officers) have been duly empowered (1) to file this application for and in behalf of the Applicant, (2) to provide such additional information and documents as may be required, and (3) otherwise to act as the authorized representative of the Applicant in connection with all matters pertaining to this application and any grant contract that may be executed pursuant to this application.

IN WITNESS WHEREOF, the Applicant has caused this application to be duly executed in its name by its undersigned officer (or officers) on this ______ day of ____________________, 19___, in ____________________, County of ____________________, State of ____________________.

____
Legal Name of Applicant (i.e., the agency authorized to contract with the Federal Government)

By ____________________
Signature of Authorized Officer

____
Title of Authorized Officer

REPORT OF LOCAL PROJECTS AND PLANS

CR 102

	URBAN RENEWAL PROJECTS	STATUS
1.	Government Center Project, UR Mass. R-35	In Execution
2.	Downtown Waterfront - Faneuil Hall Project - UR Mass. R-77	"
3.	Central Business District Project, UR Mass. R-82	Early Land Acquisition
4.	Washington Park Project, UR Mass. R-24	In Execution
5.	South End Project, UR Mass. R-56	"
6.	Charlestown Project, UR Mass. R-55	"
7.	South Cove Project, UR Mass. R-92	"
8.	Fenway Urban Renewal Project, UR Mass. R-115	"
9.	Campus High School Project, UR Mass. R-129	Awaiting Approval
10.	West End Project, UR Mass. 2-3	In Execution
11.	New York Street Project, UR Mass. 2-1	Completed
12.	North Harvard Project, UR Mass. R-54	In Execution

GENERAL NEIGHBORHOOD RENEWAL PLANS

1.	Back Bay - R-47	Completed
2.	Charlestown - R-42	"
3.	Downtown - R-46	"
4.	Downtown North - R-45	"
5.	East Boston - R-44	"

General Neighborhood Renewal Plans (con't)

6.	Jamaica Plain - R-49	Completed
7.	Parker Hill-Fenway - R-48	"
8.	Roxbury-North Dorchester - R-50	"
9.	South Boston - R-51	"
10.	South End - R-43	"

DEMOLITION PROGRAM

Demolition Grant No. 1, July, 1968	Awaiting Approval

CODE ENFORCEMENT PROGRAM

Jamaica Plain, Fields Corner-Ronan Park, Grant No. 1, February, 1967	Awaiting Approval

FEASIBILITY STUDIES

Columbia Point Feasibility Study, June, 1964, FS-89	Completed

In 1965, Boston submitted an application for a Community Renewal Program, the contract for which was signed in September, 1967. On February 12, 1968, the Program was amended to incorporate a supplemental program grant for the Summer 1968 Youth Opportunity Program and for the Model Cities Program. The Preliminary Planning Phase of the Model Cities Program was completed October 15, 1968.

In August, 1968, a revised list of studies for the Community Renewal Program was prepared and sent to the Department of Housing and Urban Development for review. The revised list of studies identifies that a major purpose of the Boston Community Renewal Program is to examine overall problems and issues facing Boston and to evaluate and recommend major strategies to meet the City's objectives.

One of the major strategies to be investigated is the possibility of a New Community in Boston Harbor. Many of the studies now being initiated under the CRP will support this investigation. The findings of this study will be an important part of the overall Development Strategy and Program of the Community Renewal Program.

Evidence Regarding General Plan

The "1965/1975 General Plan for the City of Boston", prepared by the Boston Redevelopment Authority, was adopted by the B.R.A. Board as the official master plan for the City of Boston on March 11, 1965. The General Plan identifies the opportunity to combine an intown New

Community in Boston Harbor with a possible World Exposition. Copies of the 1965/1975 General Plan were submitted previously to the Department of Housing and Urban Development as part of the City's Workable Program.

WORK PROGRAM

CR 121

The work under this amendment will focus upon four major questions. (1) The opportunities for Boston and the Metropolitan area which could be realized through development of a New Community in the Harbor; (2) the limitations upon such development represented primarily by engineering questions concerning the technical form of development, its costs, and the impact of such development upon the Harbor and adjacent communities; (3) the advantages of building a new community in a location contiguous to an existing central city; and (4) the extent to which a World Exposition, designed around an urban laboratory theme, could be developed into a permanent new community.

STUDY AREA FOR THE NEW COMMUNITY

The area subject to study consists of Boston Harbor, Dorchester Bay and portions of Massachusetts Bay within the city limits of Boston, comprising Census Tract B-6 as far west as the narrows between Logan Airport and Castle Island, plus City of Boston owned land within the city limits of Quincy and Census Tracts T-1 and X-1 in Dorchester. This area includes: (1) Columbia Point, Fox Point, and Commercial Point in Dorchester, (2) the northern tip of Squantum Peninsula, and (3) the following major islands:

Island	Predominant Use	Size in Acres
Deer Island	Government Uses	200
Gallops Island	Private	16

Island	Predominent Use	Size in Acres
Lovell Island	Unused	11
Moon Island	Municipal Facilities	45
Spectacle Island	Unused	75
Thompson Island	Private Boys' School	160
		750

OUTLINE OF WORK PROGRAM AND RESPONSIBILITIES*

Step I - Evaluation of Previous Work

A. Harbor Development Studies

1. Exposition, 1976 (Staff)
2. Harbor Island Commission reports (Consultant)
3. University Investigation (Consultant)
4. Inventory of Resources (Staff and Consultant)
    a. Area - Land and Harbor bottom conditions
    b. Existing urban development in the study area

B. Statistical Profile of Boston and Region 1968-1990. (Staff)

A summary of current estimates and previously prepared projections.

Step II - Objectives

A. Define Preliminary Goals and Objectives for New Community

---

*Basic responsibilities noted in parenthesis.

Step II (con't)

terms of: (Staff)

1. Population
2. Housing
3. Jobs
4. Visual Quality and Environment
5. Public Services and Facilities

B. Establish Numerical Quantities for Items Above to be Used in Initial Evaluation. (Staff)

Step III - Investigate Potentials and Limitations for Site Development

A. New Community Area (Consultant)

1. Engineering
    a. Fill or Polders
    b. Structures
2. Gross Area and Space Quantities Possible
3. Utility Systems
4. Transportation System

B. Related and Adjacent Development

1. Harbor ecology, geology, currents, and water pollution. (Consultant)
2. Airport Influence (Staff and Consultant)
    a. Noise
    b. Air Pollution

Step III (Con't)

        c. Glide-path influences

    3. Impact to Adjacent Communities (Staff)

    4. Impact on Other Islands (Consultant)

    5. Transportation System (Staff)

C. Market Analysis and Development Studies (Consultant)

    1. Housing

    2. Industry

    3. Office - Commercial

    4. Institutions

D. Formulation of Alternative Design Concepts (Staff)

    1. Alternatives regarding the Exposition and New Community

E. Engineering Concepts (Consultant)

F. Development Implementation (Staff)

    1. Organization

        a. Development Corporations

        b. Governmental Roles

    2. Legal Tools

    3. Financial Resources

Step IV -- Identification and Evaluation of Major Choices and Their Implications

A. Identify Major Choices in Terms of:

Step IV (con't)

1. Engineering Possibilities of Gross Area and Space Quantities. (Consultant)
2. Mix of Land Uses and Densities Including the Exposition and Its Reuse Potential. (Staff)
3. Design Concepts (Staff)
4. Transportation Concepts (Staff and Consultant)
5. Other Engineering, and Technological Concepts (Consultant)
6. Relationship to Adjacent Areas (Consultant)

B. Identify Implications of Choices (Consultant)

1. Levels of Objectives Achieved
   - a. Population
   - b. Housing
   - c. Economic Development
   - d. Visual Qualities and Environment
   - e. Public Services and Facilities
2. Dollar Costs and Relation to City Tax Base:
   - a. Construction Costs
   - b. City Service Costs
   - c. Tax Return to City
   - d. Operating Costs to Developer

C. Selection of Program Choices for Further Testing in Terms of: (Staf

1. Population
2. Housing
3. Economic Development
4. Transportation
5. Relationship to Exposition

Step IV (con't)

6. Engineering
7. Public Services and Facilities
8. Development Implementation

Step V - Refine Development Choices Through More Precise Testing

A. Marketing Studies (Consultant)
    1. Housing
    2. Economic Development
    3. Commercial Development

B. Engineering Studies (Consultant)
C. Design Studies (Staff)
D. Cost-Effectiveness Analysis (Staff and Consultant)
    1. Identify amounts of funding required and potential sources of funds.
    2. Evaluate objectives which can be achieved
    3. Evaluate objectives which would be sacrificed.
E. Development Implementation (Staff)
    1. Organization
    2. Legal Tools
    3. Financial Resources

Step VI - Summary of Findings

A. Summary Report (Staff)

Role of the New Community in City and Regional Development

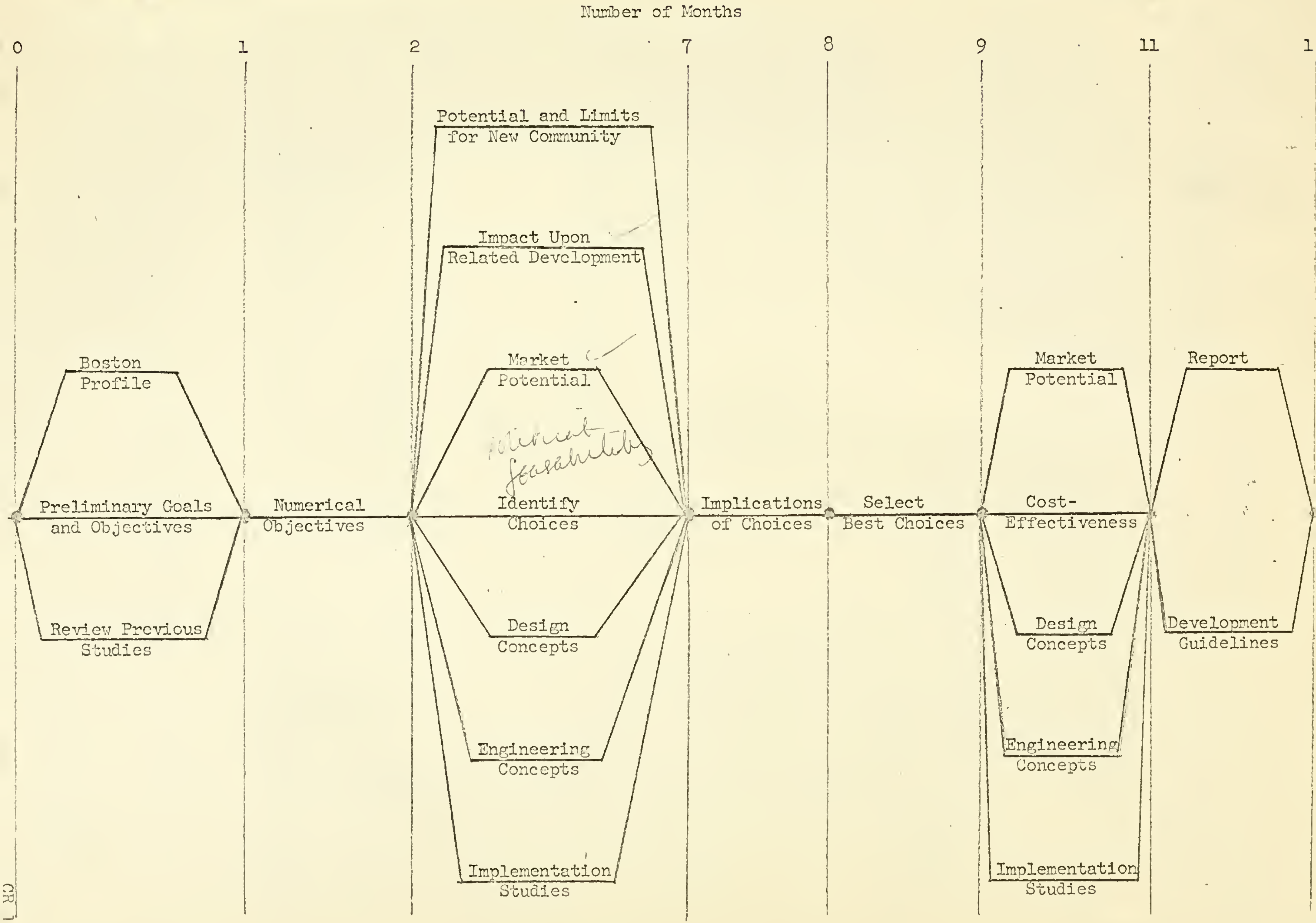
Step VI - (con't)

Strategy including:

1. Low-Income Housing Objectives
2. Integrated Community Objectives in respect to:
    a. Incomes
    b. Racial - Ethnic
3. Provision of New Land Resources
4. Economic Development Potential
    a. Jobs and Income
    b. Tax Return
5. Costs and Organization for Development

B. Establish Guidelines for Detailed Planning and Programming (Staff)

NE OMMUNITY DEVELOPMENT STUDY CR 121 - WORK FLOW CHAR



Form approved
Budget Bureau No. 63-R991

H-6410
(7-62)

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

COMMUNITY RENEWAL PROGRAM BUDGET

INSTRUCTIONS: Initial Budget: *Prepare original and 6 copies for HHFA. Submit original and 3 copies in Binder No. 1, copies in Binders No. 2, 3, and 4.* Revised Budget: *If with amendatory application, follow "Initial Budget" instructions. Otherwise, submit original and 3 copies to HHFA.*

NAME OF PUBLIC BODY
Boston Redevelopment Authority

ADDRESS
11th Floor, City Hall Annex
Boston, Massachusetts

COMMUNITY RENEWAL PROGRAM NUMBER *(if assigned by HHFA)*: Mass. R-131 (CR)

BUDGET NO.: 3

DATES OF HHFA BUDGET APPROVALS *(Complete for revision only)*

Budget No. 1, July 7, 1967   Latest Approved Budget (No. 2), February 12, 1968

ACCOUNT CLASSIFICATION		TO BE COMPLETED BY PUBLIC BODY		TO BE FILLED IN BY HHFA
		FOR REVISION ONLY		
NUMBER	DESCRIPTION	LATEST APPROVED BUDGET (a)	BUDGET REQUESTED FOR 12 MONTHS (b)	BUDGET APPROVED FOR ____ MONTHS (c)
C 1410.2	Staff Salaries	$ 286,540	$ 354,540	$
C 1410.7	Employee Benefit Contributions	33,515	40,515	
C 1410.91	Travel	7,000	11,000	
C 1410.92	Reproduction and Reports	15,000	28,000	
C 1410.93	Other Administrative Costs	10,850	12,850	
C 1430	Contract Services	547,000	677,000	
C 1460	Other Costs *(Specify below; attach additional sheets if necessary)*			
	a.			
	b.			
	c.			
C 1475	Nonexpendable Equipment	8,595	9,595	
	Subtotal *(All account classifications)*	$ 908,000	$1,133,500	$
	Contingencies	72,550	72,550	
	TOTAL COMMUNITY RENEWAL PROGRAM BUDGET	$ 981,050	$1,206,050	$

Approval of the Community Renewal Program Budget in the amounts and for the time period shown in Column (b) is hereby requested.

________ *Date*   ________ *Signature of Authorized Officer*   ________ *Title*

The Community Renewal Program Budget is hereby approved in the amounts and for the time period shown in Column (c). The authorized activities shall be completed by ____________, 19___.

________ *Date*   ________ *Regional Director of Urban Renewal, Region* ____

FHLBB-Washington, D. C.

Summary of Budget Items in Proposed Amendment

Code Number	Item	Description		Cost
C1410.2	Staff Salaries	(See following table entitled Item C1410.2 - Staff Salaries)		$ 68,000
C1410.7	Employee Benefit Contributions	(Estimated at 10% of staff salaries)		7,000
C1410.91	Travel			4,000
C1410.92	Reproductions and Reports			13,000
		Base maps, prints and photo-copies.	$ 3,000	
		Final report with maps text and sketches	10,000	
C1410.93	Other Administrative Costs			2,000
C1430	Contract Studies	(See following table entitled "Costs Allocated to Work Program")		130,000
C1475	Non-Expendable Equipment			1,000
				$225,000

NARRATIVE IN SUPPORT OF PROJECT BUDGET

CR 142

ITEM C1410.2 - STAFF SALARIES

Title	Annual Salary	# of Persons	Percentage of Time Over One Year	Total Salary Allocated to Project
Administrative				
Development Administrator	$35,000	1	2	$ 700
Assistant " "	22,500	1	2	400
Director, Urban Design	19,000	1	2	400
				$ 1,500
Advisory Staff				
Deputy Transportation Coordinator	$16,750	1	5	$ 800
Director of Planning	16,286	1	5	800
Assistant Director of Urban Design	16,286	1	5	800
irector of Community Renewal Program	15,511	1	5	800
				$ 3,200
Task Force				
Project Coordinator	$15,000	1	100	$15,000
Chief Economist	13,613	1	25	3,400
Chief Planner II	11,845	1	100	11,800
Chief Planner I	9,922	1	50	5,000
Senior Architect I	12,348	1	100	12,300
Architect III	9,922	1	50	5,000
Chief Trans. Planner III	14,070	1	25	3,500
Chief Trans. Planner II	13,670	1	10	1,400
Secretary IV	5,733	1	25	1,400
Secretary III	4,961	1	90	4,500
				$63,300
		TOTAL SALARIES		$68,000

NEW COMMUNITY C.R.P. AMENDMENT

CR 142 - COSTS ALLOCATED TO WORK PROGRAM

Work Program Item		C1430 Contract Services	C1410.2 Staff Salaries
Step I. -	Evaluation of Previous Work		
A.	Harbor Development Studies	$ 1,000	$ 1,000
B.	Statistical Profile of Boston	*	2,000
Step II. -	Objectives and Design Quantities		
A.	Define Preliminary Goals and Objectives	*	1,000
B.	Establish Numerical Quantities	*	2,000
Step III. -	Investigating Potentials and Limitations		
A.	New Community Area	25,000	**
B.	Related and Adjacent Development	15,000	5,000
C.	Marketing Studies	15,000	**
D.	Design Concepts	*	10,000
E.	Engineering Concepts	5,000	**
F.	Development Implementation	*	3,000
Step IV. -	Identify and Evaluate Major Choices		
A.	Identify Major Choices	2,000	4,000
B.	Implications of Choices	7,000	**
C.	Specify Best Choices	*	6,000

Work Program Item		C1430 Contract Services	C1410.2 Staff Salaries
Step V. -	Refine Development Choices		
A.	Marketing Studies	$ 20,000	**
B.	Engineering Studies	20,000	**
C.	Design Concepts	*	$ 5,000
D.	Cost-Effectiveness Analysis	15,000	2,000
E.	Development Implementation	*	5,000
Step VI. -	Summary of Findings		
A.	Summary Report	*	8,000
B.	Guidelines for Future	*	4,000
	Subtotal	$125,000	$ 58,000
Allocated Costs for Review and Response			
*	Consultant	5,000	
**	Staff		10,000
	TOTAL	$130,000	$ 68,000

ITEM CR-143 - Evidence of Availability of Non-Federal Funds

The sum of $75,000 is identified as added to the local share to match the added Federal Grant of $150,000. This sum will be a contribution by the Boston Redevelopment Authority in the form of staff salaries or contractual services paid for by the B.R.A.

Staff Salaries (See CR-142)		$68,000
Employee Benefit Contribution (Estimate 10% of Salaries)		7,000
B.R.A. cash or contributions in support of the study may be substituted up to	$40,000	

CR 151 Legal Data

Not applicable.

CR 152 Resolution of Governing Body Approving Filing of Application.

CR 153 Opinion of Counsel for Applicant Expecting Application

INTER-OFFICE COMMUNICATION

TO

FROM

DATE

SUBJECT

26

MIKE HONEY

DRAFT

MARCH 1969

31

THE METROPOLITAN CONTEXT OF THE NEW COMMUNITY

The New Community is not conceived as an isolated development, but part of a larger city-wide development program. The goals of the New Community, therefore, reflect the problems faced by the City at large. These in turn are largely a function of ~~the~~ Boston's role ~~mere~~ as the central city in the wider context of the Metropolitan region. The following undertakes a brief review of the Metropolitan context of the New Community, and a statement of the basic goals to which it is directed.

Metropolitan Economic Development

A study of the present stage of economic development in the Boston region reveals a conflict between powerful factors of dynamic growth, and persistant obstructions to development that have their origins in the historical development of the area and in its location. In spite of the westward movement of the national population, and the high costs of power in the region, the role of Boston in the national economy remains an important one. In the nation, Boston is the seventh ranking metropolitan area in terms of manufacturing output. Personal income and the standard of living in the region have traditionally been well above the national average. A long history of industrial employment has resulted in the region's skilled and competent workforce. The excellence of many educational institutions has given the area a professional and technological capacity that continues to attract and to spawn the most advanced forms of new economic activity.

While employment in the region has grown, although less rapidly than in the nation, there has been a substantial transformation at the base of the regional and city economy. Some lower productivity industries, experiencing limited growth, have been replaced by high productivity industries currently experiencing dynamic growth both locally and throughout the nation.

At the base of the metropolitan area's present economy is a collection of strong financial and insurance institutions, and one of the larger concentrations of science-oriented industries. For these reasons, substantial gains in personal income and worker productivity have been achieved in the region in spite of the slower overall growth rate of total employment.

These gains, however, have not been experienced equally by the central city and the remainder of the metropolitan area. Although both the city of Boston and the metropolitan region have gained employment in service industries, finance, insurance and real estate, the City's growth has been the slower of the two. While the region's wholesale and retail growth has expanded steadily, the City has been losing this type of job. While manufacturing employment has remained stable in the metropolitan area, manufacturing jobs in the City have been decreasing. In other words, within the pattern of overall growth, there has been a pattern of job redistribution, with rapid gains in the suburbs offset to some degree by losses in the city.

This substitution of high productivity skilled jobs for unskilled jobs, and the relative increase of metropolitan employment over city employment are signs of vigorous health in an expanding and progressive regional economy. However, these beneficial developments also impose costs which fall on the central city to a disproportionate degree. These are the costs of the unemployment and underemployment of the low-skill worker in an increasingly sophisticated job market. These problems bear hard on the city partly because more low-skilled workers are concentrated there, and partly because a number of low skilled jobs are moving from the City to the fringes of the Metropolitan Area.

New Community Goals

Efforts to solve these problems, by increasing the supply and accessibility of jobs, or by increasing the skills of city residents, must have a high priority in any development program~~s~~ for Boston. As a part of such a program~~s~~, the New Community can achieve two primary economic goals. As a first goal, it can attract to Boston some of the new growth industries that are being continually generated by the technological and academic communities of the regional core. The past tendency has been for these industries to incubate in the core, but to move to the fringe of the Metropolitan Area once their future is assured. If the New Community can offer the high quality prestige environment demanded by these enterprises, as well as the rapid accessibility to the core of the region that is inherent in the site, then a portion of this growth industry can be retained within the City. The value to the City of achieving such an increase in this important sector of its economy goes beyond the jobs directly added. It includes the value of the related service and support activities which the new industry will generate.

The second economic goal of the New Community is to provide relocation opportunities for economic activity already within Boston. Both the changing environmental requirements of established businesses, and the disruption caused by urban renewal or highway construction, results in a continual movement of businesses and jobs from the central city. Once again, the loss of many of these businesses causes an indirect loss among service and support facilities. The provision of modern relocation facilities for these establishments, highly accessible to the labor market of the core and to the

major transportation routes of the region, is aimed at retaining these establishments within Boston. In addition, this process of relocation into a modern plant free of the congestion of older neighborhoods, can aim at increasing the operating efficiency of many businesses established in the city.

The third basic economic goal of the New Community recognizes that the future of Boston lies more in its skilled service sector rather than in its unskilled manufacturing sector. Legitimate concern with the immediate problems of unemployment among the unskilled workforce should not obscure this trend. The great strength of Boston is that it is one of the nation's major commercial, financial, educational and medical centers at a time in which employment in these fields is undergoing rapid growth. Growth in the service sector is largely dependent on the educational levels of the population, and, increasingly, on the environmental conditions that attract a qualified labor force. Boston has traditionally been rich in both conditions. It is a goal of the New Community to provide an education system that will enable its population to benefit from the growth of this sector of the economy, and an environmental quality that will attract and retain this kind of employment and labor force.

Metropolitan Physical Development

Changes in the economic environment over the last few decades have been accompanied by a physical transformation that has rapidly urbanized the hinterland of the Metropolitan Area. As a result, an unusually small proportion, about a quarter of Metropolitan Boston's 2.5 to 3 million people, live in the Central City. This process of suburban development has been accompanied by spiraling congestion, environmental blight and population decline in the urban centers of the region. While suburban governments struggle to provide new schools, highways and utilities, older centers are burdened with obsolete plant designed for another age.

The new physical and economic environment has significantly altered the relative efficiencies of alternative transportation technologies. A dispersing population and rising incomes have increased automobile ownership and reduced the demand for mass transportation facilities. Similarly, the railroad and freight facilities of the inner city are hard pressed in their struggle for survival with the truck. In consequence, congestion and high parking costs reduce the desirability of centrally located land, and encourage the wide dispersion of both residential and economic activity.

The rapid development of Boston's rural surroundings by a growing population with more money, more leisure time and more mobility has brought the wasteful misuse of Boston Harbor sharply into focus. Boston Harbor, at once the most spacious recreation area in the region, and the resource closest to the most densely populated centers of the region, holds an enormous potential for widening the leisure opportunities of Boston residents.

New Community Goals

Boston has taken great strides to overcome some of its problems over the past decade. To a large extent, the physical deterioration of the Central City has been halted and the vitality of the downtown re-established. However, these developments continue to challenge our ability to manage our land and recreational resources, and our ability to adapt our cities to the demands of a transformed technology.

It is a goal of the New Community to respond to these challenges in four ways. First, the creation of new land in Boston Harbor presents the opportunity for the City to design and build a whole neighborhood to take advantage of the latest thinking in every aspect of urban science. The New Community can provide a means of reconciling high density urban living with present technological, social and cultural requirements. Second, the New Community can act as a ~~means~~ means to open access to the recreation potential of Boston Harbor for the Low income population of the City, who are in greatest need of nearby facilities. Third, the New Community can provide space and an urban context

for needed additions to the physical plant in Boston, such as a campus for the University of Massachusetts, a Sports Stadium, and a Center for the Performing Arts. The final physical goal of the New Community is to relieve the critical land shortage in Boston, enabling the City to undertake redevelopment activities in other neighborhoods without reducing the residential and commercial opportunities available in Boston.

Housing and Human Welfare

The physical growth and economic development of the region has been accompanied by a general rise in incomes and personal affluence. Even among the properous cities of the Atlantic Seabord, Metropolitan Boston has a favored population, with levels of income, and educational attainment near the top of the list of all metropolitan areas.

Once again, however, we must point to the distinction between conditions in the suburban ring from those in the central city. There is a wide difference in the degree to which the population of the two areas have benefited from the economic and physical development of the region. The obsolescence of the physical plant in the older urban centers, combined with the reluctance of suburban areas to house the less affluent and the racial minorities, has effectively excluded many families from housing opportunities that would otherwise be available to them. The concentration of the poor and the non-white in the central city, and the movement of the white and the affluent to the suburbs, is a spiralling process adequately documented at both the national and local scale. Nor do the interrelated problems of living conditions, family stability, educational achievement, and earning potential, need further emphasis. This complex tangle of problems is faced by most cities across the nation, and Boston is no exception.

In spite of past efforts to improve this situation in Boston, these problems persist. Due to the demolitions, conversion and consolidation of

dwelling units on the one hand, and rising housing costs and rentals on the other, the stock of sound low-cost housing is shrinking faster than the population that depends upon it for shelter. In short, the need is pressing for substantial additions to the lower income housing stock in Boston.

Programs to provide for the additions by physical redevelopment and rehabilitation are beset with difficulties. The cost of land, construction and financing places unsubsidised new housing beyond the reach of most Bostonians. Only with substantial subsidies can the very poor be provided with adequate housing by the private market. Nor has the history of large scale public housing been a happy one. Furthermore, the problem of relocating families and businesses displaced by the new construction or rehabilitation imposes heavy costs that fall largely on the families whom the process is designed to benefit. More than any other, it is this last factor of relocation that binds this many sided problem into a persitent tangle. The fragmentation of the region into archipelago of independent and exclusive municipalities has forced the City of Boston to seek the solution to a Metropolitan problem within its own boundaries. To ease the relocation problem, the city desperately needs new land in order to improve the living conditions of its residents.

<ins>New Community Goals</ins>

By providing a supply of new land within the City, the new community can achieve two primary goals in the sector of housing and human welfare. The first goal is to contribute towards meeting the housing needs of Boston's low and middle income population by providing the opportunity for the subsidised private market to operate without destroying existing housing in Boston. The Recreational amenities of the New Community can also attract a more limited amount of upper income housing to offer a balanced development. Aside from providing needed additions to the city housing stock, this development will reduce the excessive demand for older stock in the city. This loosening of

demand will facilitate the filter process in the housing market, whereby sound housing becomes available for occupancy by lower income groups, and dilapidated housing becomes available for rehabilitation or redevelopment.

A second goal of the New Community is to provide this housing as part of a comprehensively structured development designed to enhance every aspect of community life. The school system is the most important element of this community. Provisions for shopping and recreation, for police and public administration, for day care centers, and facilities for senior citizens are other elements vital for the success of a new neighborhood in the City. The New Community can provide Boston with an urban laboratory to test out novel forms and proceedures to enhance the quality of life for its citizens.

PRELIMINARY ANALYSES OF THE HOUSING AND DEMOGRAPHIC COMPONENTS OF THE NEW COMMUNITY

1. As a future part of the City of Boston, the New Community will be responsive to the conditions of the Metropolitan Housing Market of which the City is a part. The Housing Component of the New Community will be designed to play its part in meeting the needs of this market.

2. The Metropolitan Area Planning Council's Housing Market Study (1968) analyses this market and projects the future of the housing supply in the region. Although the greater part of the regional population is expected to be adequately served by housing services at a cost that the majority of the population can afford, the study projects continued discrepancies between the supply and demand for housing for housing for less affluent income groups. According to this study, the dimensions of this housing gap will be very large. By 1980 in the Metropolitan Area, a total of 73,000 households are anticipated to be unable to rent adequate housing at an acceptable price --- 25 percent of gross income. Of these families, 37 percent would be able to afford no more than $40 in rent a month; 24 percent, $40-$60 a month; 23 percent, $60-$80 a month. In addition, the study projects a shortage of 19,200 owner-occupied units selling for less than $12,500.

3. Concentrated among these households lacking the ability to find adequate housing within their income will be the aged, single person households, and households of five persons or more; in addition, many of these families will be non-white.

4. These households facing severe housing problems will continue to be concentrated in the regional core and in the City of Boston. While this area contains no more

than 25 percent of the Metropolitan Area's population, at present it contains a disproportionate number of households facing special housing needs -- 28 percent of those 65 or over, 33 percent of households with an income of under $5,000, 38 percent of single person households, 40 percent of households with female heads and 79 percent of the non-whites. To the extent that the out-migration of higher income families to the suburbs continues, a further concentration of those types of households must be expected within the City.

4a. In addition, a major cause of the gap between the supply and demand for housing in the lower rent and income ranges is expected to be losses from the existing low-rent housing stock. Many of these losses would result from private demolitions, as the units become too old to command economic rents. Others would be demolitions through public action, in urban renewal areas or to accommodate urban highways. Further losses would result from conversions, consolidations, rehabilitations and changes in tenure, effectively removing units from the low rent ranges. These losses tend to be concentrated among low-value rental units in poor or dilapidated condition, in the older housing stock of the region. This kind of housing is heavily concentrated in the regional core and in the City of Boston.

5. Discounting the factor of the disproportionate age of Boston's housing stock, and making the perhaps optimistic assumption that, of the low-income families of the region, the proportion living in Boston will remain constant in the future, we can estimate the City's share of the regional gap between the supply and demand of housing.

5a. In total, Boston can expect by 1980 a deficiency of 27,000 rental units and 7,000 units for purchase within the means of families earning less than $5,000.

Of the families in need of this rental housing, nearly 40 percent are estimated to be able to afford no more than $40 a month; 25 percent, $40-$60 a month; 23 percent, $60-$80 a month; and 13 percent, $80-$100 a month. If low-income families in Boston are not to pay more than a quarter of their gross income for shelter, this estimate indicates that a total of nearly 34,000 housing units, available at low cost, must be provided in Boston in addition to the new and rehabilitated dwellings made available through the normal operation of the housing market.

The major objective of the housing component of the New Community is to contribute towards solving this problem and bridging this gap.

6. To this end, the housing component of the New Community can be effective in three ways:

   a. By attacking the problem directly and providing housing to meet the needs of low-income families at rentals within their means. This would result in a community predominantly (85%) of low-income families facing housing problems that are presently solved by public housing programs. The remainder of the population would be middle-income families presently served by the subsidized private housing market.

   b. By attacking the problem indirectly and providing middle and upper-income housing in which to relocate families presently occupying the sound older housing stock elsewhere in the City. As a result, this older housing will become available to lower-income families through the "filter" process. Many of the families relocated in the New Community by this means would otherwise have to move out of the City in their search for an adequate living environment.

c. By providing a readily available supply of relocation housing for low and middle-income families presently occupying areas ripe for redevelopment. The solution of this relocation problem will permit the City to attack the housing problem indirectly, through the provision of new jobs and training opportunities which will increase the incomes of city residents and therefore their ability to afford adequate housing.

7. The preferred solution is a mixture of all three strategies, designed to create a new neighborhood in Boston that provides a range of choice in both the quality and cost of accommodation. Common to each strategy is the provision of middle-income housing; this component will dominate the housing stock of the New Community. The remainder of housing component can be divided among low and upper-income housing with greater emphasis given to the former. As a working guideline for the preliminary design and testing of the New Community, we may assume that some 30 percent of the housing stock will be provided by public housing programs or their equivalent; 50 percent will be built as subsidized private non-profit or limited-dividend development; and some 20 percent will be made available by the unsubsidized operation of the private market. As high density urban housing, this development will be predominantly (60%) rental. As much as possible of the housing for home-ownership will be provided in the lower-income ranges.

8. Such a distribution of the housing stock for the New Community would encourage a distribution of household incomes as shown on Table 1. For purposes of comparison this table also sets out past and projected income distributions for the City and the Eastern Massachusetts Region.

9. Assuming that the relationship of family size and age of head of household to income projected by MAPC for the region can be applied to the future city population in each income group, we can derive a breakdown of families by size and age, from the income distribution. Making similar assumptions for the distribution of non-white families by income, and assuming that the non-white population of the city, which was 10 percent in 1960 and 17 percent in 1966, will have risen to 25 percent by 1980, we can distribute non-white households among the income groups projected for the New Community. Table 3 is a matrix relating household income to family size, age and color, and showing the percentage of all households in the community projected for each category.

Table 2 compares the projected distribution of families by size in the New Community with the distribution in Boston in 1960.

10. In summary, this analyses would indicate that if the housing component is to be directed towards relieving projected housing shortages in the ways suggested, it will tend to bias the population mix of the community away from the city average in the following ways:

   a. It will be less affluent, with two-thirds of the household earning less than $6,000.

   b. A higher proportion of the households will consist of a single person, and the median households size will be smaller.

   c. The New Community will house a higher proportion of non-whites.

TABLE 1

Income Group	Boston 1960 %	Region 1960 %	Projected Boston 1980 %	Projected Region 1980 %	Projected New Community
$ 0-2,999	29	11	22	6	22
3,000-5,999	35	32	19	10	42
6,000-7,999	17	23	11	12	18
8,000-9,999	9	14	15	16	3
10,000- +	10	20	33	56	15
Median	300 $4,~~260~~ 66[illegible]	$6,608	$7,640	$13,870	~~$5,770~~ $ 6790

TABLE 2

Size of Household	All Boston 1960 %	Boston Rental 1960 %	New Community
1 person	25	29	31
2 persons	27	27	27
3 persons	17	16	18
4 persons	13	12	11
5 persons +	18	15	14

TABLE 3

MATRIX RELATING PROJECTED INCOME GROUPS TO SELECTED DEMOGRAPHIC CHARACTERISTICS AS PERCENTAGE OF HOUSEHOLDS IN NEW COMMUNITY

Rent Group	Income Group	All Households	1 Person Households	2 Person Households	3 Person Households	4 Person Households	5 Person + Households	Aged Hsehlds. 65+	Non-White Hsehld.
		%	%	%	%	%	%	%	%
	All Groups	100%	30.4	27.0	17.5	10.6	14.5	20.5	32.2
$0-39	$0-1,999	13.1	7.8	2.7	1.1	0.7	0.7	6.2	3.4
$40-59	$2,000-2,999	9.0	3.6	2.9	1.2	0.7	0.6	2.4	2.9
$60-79	$3,000-3,999	8.1	2.3	2.5	1.5	1.0	0.8	1.3	3.5
$80-99	$4,000-4,999	20.0	6.2	5.7	3.5	2.3	2.3	2.3	7.6
$100-119	$5,000-5,999	13.4	3.7	3.0	2.3	1.4	3.0	1.3	5.7
$120-149	$6,000-7,499	16.5	3.0	4.3	3.4	1.9	3.9	4.0	4.9
$150-199	$7,500-9,999	5.1	1.0	1.3	1.0	0.6	1.2	1.3	1.5
$200+	$10,000+	14.8	2.8	4.5	3.5	2.0	2.0	1.7	2.2

Hsld Inc.
Med / $4990

Med fam Size 2.6

Med Income / person $1920

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PRELIMINARY ANALYSIS OF JOBS AND ECONOMIC ACTIVITY IN THE NEW COMMUNITY

A. LOCALLY GENERATED EMPLOYMENT

REVISED FOR POPULATION OF 42,000 & NO MANUFACTURING

1. The population of the New Community can be expected to generate jobs and economic activity, both local and citywide, sufficient to support its own needs. The quantity and quality of this economic activity will depend on the size of the community and its relationship to the rest of Boston. It will also be influenced, to some extent, by the median income of the population and other special characteristics. In order to assess the level of this economic activity, we can look at the number of jobs generated by the population of Boston and of the region in the past. This will give us a guide to the probable job requirements of the future population of the New Community. Part of this gross quantity of economic activity will be accommodated locally. The remainder will be located elsewhere - notably in downtown Boston. We can use the known pattern of job distribution in Boston as a guide to split the jobs required by the local population between those provided on site and those provided elsewhere.

2. The level of employment generated by each 1000 population in the City of Boston and in the SMSA is illustrated by Table 1, in Columns A and B respectively. In Columns C and D this data is adjusted so as to distribute that part of the workforce that failed to report its occupation among the remaining categories in proportion to their size.

3. Generally speaking, the New Community can be expected to resemble the City of Boston in its employment characteristics more closely than it resembles the SMSA. For instance, there is likely to be less Construction activity in an inner city community than in the suburbs. But in many ways, the employment structure of the inner city is affected by its downtown functions in a way that would make direct comparison with the New Community misleading. This would be the case. for instance, with

Public Administration, or Eating and Drinking establishments. The levels of employment set out in Column E represent a "City-SMSA Benchmark" taken to be comparable to the likely performance of the New Community population in generating jobs and economic activity.

4. Although we may assume that this "Benchmark" level of employment adequately describes the level and structure of the jobs required to support the population, we cannot assume that all of this employment will be provided locally, within the Community. As an integral part of Boston, the New Community can be expected to be dependent on the downtown for many economic functions; it would be heavily dependent for some functions, such as Business Services, and less dependent for others, such as Personal Services. Although the basic structure of this pattern is dictated by more or less inflexible economic factors, to some degree it can be modified by policy and design.

5. In the absence of such policy, however, we would expect the New Community to split the employment generated by its population between local jobs and downtown jobs, in a pattern that roughly approximates that of similar communities in Boston. Table 2 sets out the number of jobs per thousand population located in existing communities of Boston. On the right hand side of the Table, these 1963 local employment levels are presented as percentages of the "City-SMSA Benchmark" levels derived in Table 1.

In estimating local employment in the New Community, we must select comparable areas in the City to use as a yardstick. For local Service and Retai Employment we can use the non-downtown areas of Boston. (For these purposes, downtown is defined as the Business Center of central Boston, and the Institutional Center of Parker-Hill/Fenway.) As a yardstick

for local blue-collar employment, however, the non-downtown average is heavily biased by the unusually large industrial employment of Charlestown and South Boston. These two areas increase the local blue-collar employment of the non-downtown from 53% of "Benchmark" to 95%. It is probably the former figure that more realistically reflects the local employment potential for blue-collar employment in the New Community. On the basis of these data, we could expect that about 50% of the "Benchmark" blue-collar employment, 50% of the "Benchmark" retail employment, and 30% of the "Benchmark" service employment would be provided within the local community which is served by these jobs. With a policy to enhance the "urbanity" and "vitality" of the New Community by increasing the level of local employment, these proportions of "Benchmark" employment to be accommodated locally can probably be increased to 60% for blue-collar and retail employment, and 50% for service employment.

Table 3 attempts to distribute these proportions of "Benchmark" blue-collar,retail and service employment among the finer categories of employment used in Table 1. Considerable discretion should be used, for instance, in distributing the overall share of 50% of "Benchmark" service employment among categories that differ as widely as Hospital Services to Professional Services. Of the former, 90% could be provided locally; of the latter, perhaps 20%.

a. In the case of Blue-collar category, we have assumed that a greater proportion of "Benchmark" jobs will be provided locally in the case of Manufacturing, Other Transportaion, and Communications and Utility Services, than in the case of Construction, Railroad, and Wholesale. These assumptions were made on the basis of design and density considerations.

b. In retail employment, we can assume that a higher proportion of "Benchmark" jobs in Eating and Drinking places will be provided locally than in Other Retail, much of which is less locally oriented.

c. In the service category, we have assumed that almost all of "Benchmark" Hospital Service and Educational Service employment will be provided locally. On the other hand, most of "Benchmark" Business and Professional Services jobs will be downtown.

d. The employment category "Other Indistries", consisting mainly of agriculture, forestry and fisheries, can be assumed to generate few jobs in the New Community -- say 20% of "Benchmark".

6. This analysis leads to the preliminary conclusion that about 120 blue-collar jobs, 35 retail jobs, 60 service jobs and 5 "other" would be required locally to support each 1000 people in the projected population. This represents a total of 220 jobs per 1000 population; a population of 62,250 ~~50,000~~ would therefore generate a local employment of some 11,000 people. Table 3 outlines this workforce in greater detail.

B. REGIONALLY GENERATED EMPLOYMENT

7. In addition to the local employment estimated above, we must also take account of jobs generated by institutions to be located in the New Community which have a regional or citywide function. This regionally generated employment consists of the Boston Campus of the University of Massachusetts, a Community College, a Sports Amphitheater, a Convention Center, and a Center for the Performing Arts. The last three facilities would be built as part of the World's Fair.

a. University of Massachusetts

The Boston Campus of the University of Massachusetts is expected to grow from 5,000 students and 1250 employees to 15,000 students and 2850 employees. In each case, the employment figures include graduate teaching assistants.

b. Community College

At the present ratio of students to staff in similar colleges in Boston, a Community College of 6500 students would employ some 500 people.

c. Amphitheater

For most events, an Amphitheater would require one employee per 25 seats. Given a capacity of 5,000 seats, this would require some 200 employees. However, for many events the seating capacity would be considerably smaller, and many employees would serve part-time. We can assume 150 as a working estimate for employment in this facility. (Source: Boston Garden)

d. Convention Center

The Convention business generally contracts its labor to meet highly variable work loads. The permanent staff for a facility of 15,000-20,000 seats would be in the order of 50 employees. (Source: War Memorial Auditorium)

e. Performing Arts Center

A Concert Hall (1,500 seats), an Experimental Theater (300 seats) and two Theater/Cinemas (500 seats each) would employ some 250 workers in total at present standards in Boston. (Source: Boston Symphony, et. al.)

8. Table 4 summarizes the employment projected for the New Community. Excluding the regionally generated employment, blue-collar employment (6000 jobs) predominates over service employment (3000 jobs) and retail employment (1750 jobs). However, the inclusion of this regionally generated activity increases the service component to 6500 jobs. The total employment estimated to be located within the New Community amounts to some 14,500 jobs.

TABLE 1

	CITY: Emp./ 1,000 pop. Unadjusted	SMSA: Emp./ 1,000 pop. Unadjusted	CITY: Emp./ 1,000 pop. Adjusted	SMSA: Emp./ 1,000 pop. Adjusted	CITY-SMSA Benchmark Emp./1,000 Population
	A	B	C	D	E
Construction	18	20	19	22	19
Manufacture	101	114	109	124	109
Railroad	4	3	4	3	3
Other Transportation	17	12	19	13	13
Community and Utility Services	12	12	13	13	13
Wholesale	17	16	19	19	19
Eat and Drink	15	11	16	12	12
Retail	45	47	47	52	47
Bus. and Rep. Services	11	11	12	12	12
Private Households	6	7	6	7	6
Pers. Service	16	11	17	13	13
Hospital Service	21	14	23	15	15
Educational Service	20	25	22	27	27
Professional Service	20	21	22	23	22
Public Administration	28	22	31	24	24
Other	29	19	32	21	25
Not Reported	33	32	0	0	---

Source: 1960 Census

TABLE 2

DISTRIBUTION OF EMPLOYMENT IN BOSTON 1963 SOURCE: MAPC

	Jobs per 1,000 Population			Percent of Benchmark		
Area	Manuf. and Other	Retail	Services	Manuf. and Other	Retail	Services
City-SMSA Benchmark	201	59	119	100%	100%	100%
Downtown	993	334	992	490%	570%	834%
Non-Downtown	191	28	32	95%	47%	27%
Central Boston	1,424	454	1,253	708%	769%	1,053%
Parker-Hill Fenway	232	123	521	115%	227%	443%
Charlestown	545	13	26	271%	22%	22%
East Boston	158	11	40	79%	19%	34%
South Boston	534	81	33	266%	137%	28%
Roxbury	127	24	34	63%	41%	29%
Dorchester	91	17	23	45%	29%	19%
Roslindale	27	25	17	13%	42%	14%
West Roxbury	44	41	14	22%	69%	12%
Hyde Park	136	18	15	68%	31%	13%
Jamaica Plain	81	9	49	40%	15%	33%
Brighton	168	42	66	84%	71%	55%
Proposed New Community	120	35	60	60%	60%	50%

TABLE 3

	Benchmark Jobs/ 1,000 Pop.	Percent Provided Locally	Local Jobs/ 1,000 Pop.	25,000 pop	Jobs/50,000 Population
Construction	19	60% = 120	10	250	500
Manufacture	109		80	1?6	4000
Railroad	3		1	25	50
Other Transportation	13		10	250	500
Comm. and Utils.	13		10	250	500
Wholesale	19		9	225	450
Eat and Drink	12	60% = 35	9	225	450
Retail	47		26	650.	1300
Bus. and Rep. Serv.	12	50% = 60	3	75	150
Private Households	6		2	50	100
Pers. Service	13		5	125	250
Hospital Service	15		12	300	600
Educational Service	27		24	600	1200
Professional Services	22		4	100	200
Public Administration	24		10	250	500
Other	25	20% = 5	5	125	~~250~~ [illegible]
				3696	9210
TOTAL			220		~~11000~~
Less manufacturing				19??	3350
				3500	5660

TABLE 4

EMPLOYMENT SUMMARY

a. Locally Generated Employment			
Construction	500		
Manufacturing	4000		
Transportation	550		
Community and Utility Services	500	Blue Collar	6,000
Wholesale	450		
Eat and Drink	450		
Retail	1300	Retail	1,750
Bus. and Rep. Services	150		
Private Households	100		
Pers. Services	250		
Hospital Service	600	Services	3,000
Educational Service	1200		
Professional Service	200		
Public Administration	500		
Other	250		250
Subtotal			11,000
b. Regionally Generated Employment	LESS	MANUF	3350
			5860
University of Massachusetts	2600		
Community College	500		
Amphitheater	150		
Performing Arts Center	250		
Subtotal			3,500
TOTAL			14,500

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Charles G. Hilgenhurst

Mike Honey

April 22, 1969

New Community- Policy Problems

In this study, we are at a stage when we would benefit from some feedback from yourself on some of the basic policy questions involved. If I outline these questions now, perhaps we can discuss them at our next meeting.

1. Goals Of New Community

The community is being programmed around, and tested against three generalized goals:

Goal #1. To meet some of the immediate objective needs of the City's population. (Low,moderate income housing; jobs; taxes; relocation sites; etc.).

Goal #2. To rectify, as far as possible, the growing population disparity between the core city and the suburban ring. (Attract and retain middle class families in Boston).

Goal #3. To grow as a prototypical model community addressing itself to the much wider social, racial, and economic problems of urbanization.

There are obvious areas of conflict between these goals- for instance in selecting the population- and some feeling for priorities should be established. These priorities govern both the present direction of the study, and the criteria for evaluating alternative proposals in the future. In my dealings with HUD,I have been continually stressing the priority of Goal #1. They tend to emphasise Goals #2 and # 3. I would like to hear your thinking on this.

2. New Community As Relocation Resource

One major potential of the new community is to provide massive residential and commercial relocation facilities. If this potential is to be raised, the programming of the community should be closely linked with its Collateral Redevelopment Programs within the city.
How much do we know about these programs, about the areas and populations to be affected, and so on? What kind of assumptions can we make at this stage?

3. New Community And Quincy

Following the lead of the Expo Study, we are proceeding on the assumption that Quincy will not participate in the development of a new community. Should we reexamine this assumption, perhaps in meetings with Quincy?

4. Harbor Islands Commission

How should we relate to this State Commission and its study's proposal to acquire the islands and part Columbia Point? Is it too early to set up some communication with the commission regarding the similarity of our proposals, and the duplication of our staffs? Should we contribute to their conference in June on the Harbor Development?

These aren't the kind of questions to which you can give a succinct response, but if we can get some feeling for your thinking on these topics, it will help get our work into better focus.

cc: Nick Greer

cc: Philip Zeigler
Director of Planning

MH:mas

Charles G. Hilgenhurst

Mike Honey

April 24, 1969

New Community: Planning Program

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1. By the end of June we should have a fairly clear and quantified conception of a potential new community in Dorchester Bay, consisting of program statements on eight topics:

   a. Housing

   b. Jobs and Economic Activity ,

   c. Social Structure

   d. Community Services and Facilities

   e. Political Institutions

   f. Transportation

   g. Recreation

   h. Development and Financing

   In addition, the programs for these functional areas will be synthesised into a stable model of the new community that can be tested against the kinds of constraints set out below.

2. As I see it, the next step is to introduce these constraints, and to test this preliminary model against four kinds of criteria:

   1. Coordination with city-wide development.

   2. Economic and Market Feasability

   3. Cost-Effectiveness

   4. Political Feasability and Community Involvement

   The suggested planning program set out below is designed to give us a grip on these aspects of the problem.

   I think M.I.T. could handle the cost-effectiveness and community involvement studies. The coordination of the new community with other development programs should be done in-house; and we should find an independant consultant for the economic and market feasability study.

These studies can proceed for the most part, concurrently. I think they could be completed by the end of the year.

3. Sometime before the conclusion of this program, we will know where we stand in the competition for Expo 76. If Boston is nominated, these studies can be used to revise the Expo plan in order to align it with, among other things, the requirements of a new community. If Boston is not nominated, we will be in a position to give detailed and well supported recommendatio for the development of a new community as an independant project.

A. COORDINATION WITH CITY-WIDE DEVELOPMENT

Analysis of role of new community in city-wide development. Coordination with existing development programs. Identification of mutually supporting or conflicting elements; possible trade-offs and adjustments; unutilized opportunities for coordination and support.

a. Model Cities Program

b. Urban Renewal Program

c. District Planning Program

d. Special Projects

e. C.R.P.

B. ECONOMIC AND MARKET FEASIBILITY

Analysis of potential demand for development opportunities in new community. Appraisal of potential demand for housing, commercial and industrial facilities. Extent and source of funding required. Identification of critical variables affecting investment. Rate of investment and demand for facilities. Cash flow analysis.

a. Infrastructure and Utility Development.

b. Housing-Lower Income
    -Moderate Income
    -Middle and Upper Income

c. Industrial Development
    -High skill employment
    -Low skill employment

d. Commercial and Service Development
    -Locally generated employment
    -Regionally generated employment

e. Institutionally Development
    -Medical
    -Educational
    -Recreational and Cultural
    -Governmental

C. COST-EFFECTIVENESS ANALYSIS

Quantitative analysis of performance of new community in acheiving city-wide goals and development objectives. Comparative analysis of alternative programs.

C. COST EFFECTIVENESS ANALYSIS (cont'd)

a. Measure of city-wide objectives achieved directly through new community.

b. Measure of city-wide objectives achieved indirectly through new community.

c. Financial costs of development.

d. Other costs of development.

e. Comparison of performance with alternative programs.

D. COMMUNITY INVOLVEMENT

Exploration and analysis of relationship of new community development to local communities and municipalities, relevant interest groups and public agencies. Identification of areas of common interest, support or conflict. Development of instrumentality for constructive involvement of community and interest groups in planning and development process.

E. EVALUATION AND FINAL FINDINGS

Implications of studies on community programming and design. Identification of critical uncertainties for investigation. Suggested adjustments and revisions to new community model. Impact on Expo design and development (if relevant). Recommendations.

cc: Philip Zeigler
Director of Planning

MH:mas

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DATE

SUBJECT

26

MEMORANDUM

TO: Charles Hilgenhurst

FROM: Michael Honey

DATE: May 27, 1969

SUBJECT: CHOICE OF SITE FOR THE NEW COMMUNITY STUDY

In the New Community Study we are concentrating our efforts, for the moment at least, on studying the development potential of existing land areas in Dorchester Bay.

The attached study summarizes some considerations that have prompted this decision. At present this is a rough and approximate attempt to quantify complex and often intangible factors. I hope to be able to check, modify and refine this analysis as the study proceeds.

Meanwhile, I have made every attempt to understate, in the assumptions made, the case for developing the islands. Nevertheless, these assumptions in particular are open to question, and I would appreciate your comments.

MH/pmd

cc: N. Greer
J. Wampler
T. O'Brien

cc: Philip Zeigler
Director of Planning

ROUGH BENEFIT-COST ANALYSIS OF ALTERNATIVE STRATEGIES FOR DEVELOPING A NEW COMMUNITY IN DORCHESTER BAY

Introduction

Two strategies for developing the land and water areas of Dorchester Bay are being considered:

Plan "A" Reserve the islands for recreation; create new land by fill and platforms for urban development in the water area of the harbor. This is the strategy proposed by the Expo plan.

Plan "B" Reserve the water areas of the harbor, and the beach areas of the islands and mainland for recreation; provide access and develop the remainder of the existing land areas for urban use.

In essence, these strategies differ in only two respects; first in the cost incurred in providing accessible land; and second in the benefits attributed to the recreation/conservation use of the harbor islands. As we now know the costs estimated for the first factor, we can proceed to deduce the second.

As we shall see, the land in Plan "A" would cost more than the land in Plan "B". If we assume that

a) Plan "A" is at least as sound an investment of public resources as Plan "B", then we must also assume that;

b) The additional recreational benefits of Plan "A" equal or exceed the added cost of this strategy.

If, on analysis, assumption b) proves incorrect, the same judgement must apply to assumption a). That is the logic underlying this analysis.

Costs

As the calculations on page 3 indicate, the land in Plan "A" would cost some $295,000 per acre more than the land in Plan "B". In addition it incurs an "opportunity cost" by sacrificing the chance to develop existing land. If we limit the extent of this opportunity cost to the increase in land value forgone, and for the sake of simplicity ignore all the remaining benefits and revenues flowing from development, we can establish an approximate opportunity cost carried by Plan "A" of some $45,000 per acre.

Assuming favorable financing with an interest rate of say 5%, the excess in the carrying costs of Plan "A" over Plan "B" amounts to some $17,200 per acre per year, or say $8 million for the full acreage of the islands.

Benefits

Are the recreational advantages of Plan "A" worth $8 million a year more than those of Plan "B"? Although no satisfactory technique has been devised for measuring the dollar value of recreation, Ruth Mack and Sumner Myers analyze three independent studies, each of which derives an approximate value for outdoor recreation of 30-35 cents per person per hour.[1]

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[1] In "Measuring the Benefits of Government Investment," Robert Borfman el., Brookings Institute, 1965.

This would amount to about $2 per person per day. If we take this value as a lower bound, a range of $2 - $5 per person per day for the value of recreational use in the harbor seems reasonable and generous, and is adequately precise for our purposes.

The harbor park will be used intensively over say 100 summer days. In order to justify the cost of Plan "A" we must therefore expect that 16,000 - 40,000 people will be present on an average day -- in addition to the number who would use the recreation facilities provided by Plan "B".

How do the recreation facilities of the two plans differ? Plan "A" provides some 450 acres of islands for recreation, but sacrifices 350 acres of water. Plan "B", on the other hand, would reserve at a minimum 100 acres of the island shoreline for recreation use, and would avoid building over water areas. For the sake of analytical simplicity, let us discount the recreation/conservation value of the water areas, that is their boating, fishing, swimming and aesthetic potential, and concentrate solely on the differences in the land recreation of the two plans. Because the 100 acres provided by Plan "B" would consist of the choicest shoreline areas, and because of the proximity of these areas to transportation and urban redevelopment, we can assume a higher density of recreational use in Plan "B" than in Plan "A". If we assumed that at say 10 people to the gross acre 4,000 people might use the recreation facilities of Plan "A" on an average summer day, while at 20 persons per acre 2,000 people might use Plan "B", the difference of 2,000 people per day fails to approach the 16,000 - 40,000 required. In fact, at this level of recreational use, we would have to assume a value for this recreation of $40 per person per day to justify the additional costs of Plan "A".

In order to bring this figure down to reasonable levels, we would have to accept vastly increased densities of recreation use. Even assuming that both plans are used for recreation *at the same density*, we would have to assume 115 people per acre in order to reach the figure of $2 per person/day, or 40 people per acre to reach the $5 per person/day. These are densities per gross acre on an average day; along the beaches the crowding would be considerable, probably on the order of 50-100 people per acre. At these densities it is questionable whether a day spent outdoors is worth even $2 per person per day.

It should also be questioned whether a demand exists for recreation facilities on the islands to accommodate up to 8% of the city's population on an average summer day.

Summary

This analysis is admittedly crude and approximate, but the factors in question do not lend themselves to precise quantification. Nevertheless, the discrepancy between the reasonable values suggested for recreation, $2 - $5 a day, and the value of $40 a day necessary to justify Plan "A" at a reasonable density of use, is so large that analytical precision is obviously not the major problem at hand.

Crude as it is, this analysis suggests that a strategy of creating new land in the harbor, while preserving the islands undeveloped, incurs costs that cannot easily be justified in terms of the recreational use of Dorchester Bay. To follow such a strategy and to accept that an enormous public subsidy is a valid expense required to ensure the exclusive recreational use of the islands

may, in the final analysis, be judged worthwhile. But it is important, first, to know that such a subsidy is necessary, and, second, to know the rough magnitude of the sum involved. It may well be that a more optimal use of these resources can be devised, using other strategies to provide recreation facilities for the city's population, or directing these resources toward solutions to other more pressing problems faced by the new community or the city at large.

Derivation of Costs

1.	Cost of raw land and access in Plan "A"[1]	$350,000/acre
2.	Cost of raw land and access in Plan "B"[2]	$ 55,000/acre
3.	Difference in cost per acre	$295,000
4.	Carrying cost of (3) @ 5%	$ 15,000/year
5.	Opportunity cost of Plan "A"[3]	$ 45,000/acre
6.	Carrying cost of (5) @ 5%	$ 2,200/acre
7.	Total annual difference in carrying costs	$ 17,200/acre
8.	Annual difference in carrying cost over 450 acres of island	$ 7,750,000
	Say	$ 8 million

1. 270 acres of landfill @ $160,000/acre; 60,000 ft. of Dykes @ $350/ft.; 80 acres of platforms @ $760,000/acre (ADL estimates). No allowance for contingencies, fees, etc. Cost of bridge to Thompson Island discounted.

2. Acquisition of Spectacle island, say $1 million. Long Island publically owned. Thompson Island common to both plans, therefore discounted. Five bridge and causeway links-17 million dollars (MIT Harbor Island Commission Report). Allow $7 million for contingencies, etc. Total $25 million over 450 acres.

3. Assume that development of harbor islands would increase their land values from say $1-$2 per square foot. Discounts all other revenues and benefits from development.

INTER-OFFICE COMMUNICATION

TO

FROM

DATE

SUBJECT

[illegible] 26

NEW COMMUNITY STUDY

Progress Report and Interim
Summary

June 19, 1969

MIKE HONEY.

I. Since March, the New Community Study has concentrated on the feasibility of Urban Development in Dorchester Bay in the event that EXPO Boston fails to materialize. The following material is an interim summary of this activity, suggesting study activities through the summer.

Objectives. The major objective of this study has been to suggest the optimum use of the site resources of Dorchester Bay in alleviating major problems facing the City of Boston--notably housing, jobs, recreation, and fiscal problems.

Methodology. The course taken by the study has been to construct a working model of a functionally and demographically mixed development that will:

a) Serve as a vehicle for data collection.

b) Give us a feeling for the feasible options available.

c) Isolate the critical variables and assumptions upon which development depends.

d) Serve as a statistical model which can be tested for feasibility under a range of policy options and other variables.

Progress. The study has reached the stage at which a rough model of this development has been constructed and tested on the basis of the initial policy assumptions outlined below. Although work through the summer is necessary to consolidate this model, the preliminary output of this study is promising.

Immediate Next Steps.

1. Recheck and fully document the cost figures used in development model.

2. Test model on the basis of alternative policy options and development variables.

   a) Assume increased/reduced population.

   b) Assume higher/lower median income.

   c) Assume alternative patterns of land use allocation.

   d) Assume increased/reduced development period.

   e) Assume more favorable/unfavorable patterns of state and federal funding.

   f) Assume severe/slight marketing problems due to aircraft noise.

3. On the basis of the above, specify probable/optimum ranges of policy and development variables for marketing and economic feasibility consultant studies.

Critical Assumptions. In order to develop this model, it was necessary to base it on a set of assumptions, the validity of which can best be estimated once the model is built and tested. The major assumptions were as follows:

a) An average residential density of 25 units to the gross acre. This density compares with North Dorchester (16 du's/acre) South Boston (26 du's/acres) and Columbia Point (30 du's/acre). Given a total site area this ratio suggested a total population.

b) Reliance on a comprehensive set of available housing programs to reduce the housing shortage in Boston. We assumed that roughly 20% of the housing would be built by the unsubsidized private market, 50% under subsidized private market moderate income programs, and 30% under subsidized public housing programs. This breakdown roughly suggested a population with the income structure shown in Table I.

c) Use of funds available under the 1968 New Communities Act. This requires a functionally heterogeneous development, including economic and residential activities.

d) Limitation of site area and major access routes to city territory. This excluded Moon Island which is owned by Boston but is within Quincy.

e) Development period of 10 years.

II. Site Analysis. Apart from water areas, some 500 acres of land are potentially available for development in Dorchester Bay.

Land Area	Predominant Use	Ownership	Acreage
Columbia Point	Unused	Private	55
Thompson Island	Boys Academy	Private	157
Spectacle Island	Unused	Public	74
Long Island	Hospital	Public	213

The costs for extensive land fill and platforming revealed by the EXPO study could not be sustained by normal development. We, therefore, made allowance for only 50 acres of peripheral land fill, bringing the total site area to 550 acres.

Site Engineering. The islands themselves present geological conditions similar to many areas in Boston. We have no evidence that they will present unusual engineering problems.

Columbia Point is land made with poor quality fill over clay and bedrock at depths ranging from 100-175 feet. These conditions would add to building costs but would not preclude development.

Accessibility. The major access to this development would be through Columbia Point from Morrissey Boulevard, Columbia Road and the South East Expressway. With the completion of the Interstate System, Columbia Point will be five minutes drive from the Inner Belt. Some of the congestion on the South East Expressway might be relieved by the I-95 extension.

Road access to the mainland connection of the site is excellent. But even with bridge and causeway links, the islands themselves are unlikely to have the degree of accessibility that attracts transport-sensitive industrial and commercial development. But even Long Island, given a 15 minute subway link to Downtown, would be accessible enough for residential and some commercial development.

Environmental Quality. Aside from the problem of aircraft noise discussed below, the islands share an excellent environment for residential and recreational use, with attractive topography and spectacular views across the harbor. These qualities, and the potential for recreational development would be important assets in marketing residential development, especially middle and upper-income housing. Although the harbor is not considered to have the potential to attract vacation and resort development, its recreational assets might well stimulate other kinds of commercial development.

Aircraft Noise. The islands suffer from the same levels of aircraft noise as large areas of South Boston, Somerville, Chelsea, Everett, Revere, and Winthrop. Although the islands are not as noisy as East Boston, this condition remains a severe problem. At present noise levels, good sound insulation is expected to add from 6% to 14% to residential construction costs and, therefore, 3% to 6% to housing costs. Due to changes in aircraft design and operations technology, the predicted saturation of Logan by 1975, and a possible new airport for Boston, future noise levels around Logan are difficult to determine. It is almost certain, however. that things will get worse before they get better. Nevertheless, because this is a problem to which many other communities in Boston and elsewhere must shortly find an answer, we do not feel at this time that this problem alone should preclude urban development in Dorchester Bay.

III. DEVELOPMENT MODEL

Population and Housing. The New Community model projects a total population of some 42,000 in 12,500 households with an income structure that is compared to other communities in Boston in Table I.

TABLE I COMPARATIVE FAMILY INCOME STRUCTURES

FAMILY INCOME ($000's)

	0--4	4--7	7--10	10--14	14+
Boston 1960[1]	40%	33%	16%	8%	3%
Boston 1970[2]	33%	24%	22%	12%	9%
Boston 1980[2]	28%	19%	20%	22%	11%
Urban Core 1968[3]	15%	27%	24%	20%	14%
SMSA 1968[3]	11%	23%	26%	33%	17%
New Community Model 1975-80	10%	30%	30%	20%	10%

1. U.S. Census Data
2. Our Projections Based on Census Data and EMRPP Projections
   1965 Dollars
3. FHA Data

The Housing Model assumes a policy of encouraging low density residential development for lower and moderate income families, maximizing the potential for home ownership among these households.

As a preliminary assumption, the various income groups have been distributed evenly on the residential land available. Each island in the model, therefore, houses an economically heterogeneous population, although separate neighborhoods on one island may not reflect this degree of integration.

Appendix A gives a fuller analysis of the population and housing components of the New Community Model.

Jobs and Economic Activity. On the basis of labor force participation rates for Boston, the population of the New Community would generate a labor force of 16,350 workers with 11,000 men and 5,350 women. Although a close match between jobs and residents is not the goal, as many as possible of this resident labor force would be given the opportunity to work in the community. To supplement the jobs required to support the local population, and to broaden the tax base, external employment sources would be attracted to the community.

At this time, it is difficult to determine exactly who these employers might be, or the number of people they might employ. Because of extensive land requirements and transportation constraints, it seems very doubtful that any manufacturing operation of appreciable size would be attracted to the islands. Better sources of employment might be business service industries, research and design firms, medical, educational and training facilities, or the clerical and data processing services of finance, insurance, and real estate firms.

As a preliminary estimate, it seems possible that the New Community, excluding U. Mass./Boston, could provide some 10,000 or 12,000 jobs, 5,000 or 6,000 of which could be required to service the community and its residents. For the remainder we would look to outside employers, particularly among the land-intensive, labor-extensive growth industries listed above. Depending on our success in attracting one or two large externally based firms, these employment projections could vary considerably. This success, in turn, will depend upon our ability to house a suitable labor force in a stable and attractive community.

For the purpose of computing tax revenues from commercial property, we have allowed for some 2 million square feet of commercial space, 1 million of which would be locally supported commercial and retail activity.

A summary of the employment model is given in Appendix B.

Recreation. Although the level of water pollution in Dorchester Bay presents a major constraint, the islands hold a valuable recreational potential for the residents of the City and the Metropolitan Core. However, it is doubtful if these islands could compete successfully with other beaches or boating areas in the region in attracting tourist recreation activity. Given superior facilities elsewhere, the Harbor's unique advantage resides in its central location and its potential accessibility to core and city residents travelling mainly by bus or transit.

To make use of this recreation potential, we must strike a balance between development that can justify the expense of road and transit access, and the space set aside for recreational use. As a general scheme, we forsee the central areas of each island being developed for residential use while the shorelines are developed for intensive beach and marina activities. The present land use model assumes that one fifth of the site land area will be developed for outdoor recreation. The possibility of increasing this proportion will be explored through the summer.

Transportation. For any kind of intensive development, the islands would be linked by bridges and causeways to the Freeway and Rapid Transit systems of the city. Our preliminary investigations show that a road and transit system from Columbia Point to Thompson, Spectacle, and Long Islands is feasible given the population densities assumed.

Three alternative transit systems have been tested.

Alternative 1.

Transit shuttle service from Long Island to Columbia Station with stations at U. Mass./Boston and Thompson's Island.

Alternative 2.

Transit service between South Station and Long Island using existing surface trackage from South Station to Columbia Station. Stops located at Roxbury/South Boston Meat Packing Facilities, Columbia Station, U. Mass./Boston and Thompson's Island.

Alternative 3.

Transit extension branching from existing Harvard-Ashmont line before Columbia Station, with stops at U.Mass./Boston, Thompson's Island, and Long Island.

A statistical summary of these alternatives is given in Appendix C. Preliminary estimated project costs versus estimated annual revenue compare favorably with corresponding estimates made by the MBTA in their 1966 Capital Expansion Program.

Development Implementation. Alternative administrative structures for development are being studied. One important consideration is funding under the new communities act of 1968 which requires that eligible development be implemented by a developer other than a public body. A second consideration is that the interests of the City of Boston, adjacent communities and in-coming residents be adequately represented in the development process. A third consideration is the transfer of authority from the developer to the city and community residents. Work needs to be done on these aspects of development through the summer.

Although the cost, revenue and cash flow projections for the development model are very preliminary at this stage, the analysis of development financing summarized in Appendix D is promising, especially in comparison with the record of similar cases of community development in this country. The low requirement for working capital is especially encouraging; this results from the ease of land assembly and the potential ability of the developer to initiate land sales at an early stage in the development process.

City-wide Impact. Very limited work has been done to date on the city-wide impact of this development on the population, housing stock, job market, or other public programs in Boston. In some sectors, the impact might be considerable. The housing projected in this model would amount to 26% of the city's postwar housing supply. The new housing provided would amount to two-thirds that to be built under the Renewal Program. Because the development of Dorchester Bay would require no demolition of existing housing, its net contribution to the housing supply of Boston would be nearly six times greater than the Renewal Program. And, because it would supply relocation housing, its indirect contribution, in freeing up substandard housing for redevelopment on a parcel or block basis, could be no less important. With the proper management of this relocation potential, the development of Dorchester Bay could possibly result in 18,000 or 20,000 new housing units in Boston, avoiding many of the social costs of enforced relocation.

Alternatively the building sites provided by this relocation process could be redeveloped for job-producing, tax-generating development. In the latter case a city might be able to afford a modest tax loss in the New Community. Similarly, in the case of jobs and economic activity, the supply of jobs and mainland sites made available through this relocation process may prove a more optimum strategy than the promotion of extensive commercial development on the islands themselves.

Because the major objective of the New Community Study is to assess the city-wide potential of the development of Dorchester Bay, these kinds of tradeoffs between island and mainland development must be studied in greater depth. In particular, the mainland areas around Columbia Point, which might be profoundly influenced by the harbor development, should be built into our development model.

POPULATION AND HOUSING MODEL

1. Total Model population is 42,240 (3.4 people/unit; 25 units/gross acre)

2. Income distribution and family size Model.

FAMILY INCOME ($000's)	% TOTAL	NUMBER OF FAMILIES	PERSONS/FAMILY 1--2	3--4	5--6	7+
0--4	10	1260	504	252	252	252
4--7	30	3780	1008	1638	882	252
7--10	30	3780	882	1890	882	126
10--14	20	2520	1260	882	378	-
14 +	10	1260	756	378	126	-
Total	100	12600	4410	5040	2520	630

These figures do not include the low-income population of Columbia Point Housing Project (6.118 people in 1,456 dwellings).

3. LAND USE MODEL

Residential -	270 Acres
Commercial -	40 Acres
Employment -	50 Acres
Transportation -	50 Acres
Community Facilities	50 Acres
Open Space Recreation	90 Acres
Total	550 Acres

4. FAMILY INCOME AND DENSITY MODEL

FAMILY INCOME ($000's)	UNITS	DENSITY HIGH 120/ACRE	MEDIUM 60/ACRE	LOW 30/ACRE
0--4	1260	336	384	540
4--7	3780	1008	1052	1620
7--10	3780	1008	1052	1620
10--14	2520	672	768	1080
14 +	1260	336	384	540
Total	12600	3360	3640	5400

5. ISLAND POPULATION DENSITY MODEL

	TOTAL ACRES	RESIDENTIAL ACRES	TOTAL UNITS	HIGH DENSITY		MEDIUM DENSITY		LOW DENSITY		
				ACRES	UNITS	ACRES	UNITS	ACRES	UNITS	POPULATION
Columbia Point	50	42	1620	0	0	12	720	30	900	5500
Thompson	157	84	3720	8	960	16	960	60	1800	12650
Spectacle	80	46	2340	8	960	8	480	30	900	7950
Long	213	100	4920	12	1440	28	1680	60	1800	16750
Landfill	50	-	-	-	-	-	-	-	-	-
Total	550	300	12600	28	3360	64	3840	180	5400	42240

6. ISLAND HOUSEHOLD INCOME DISTRIBUTION MODEL

INCOME $000's

	0-4	4-7	7-10	10-14	14+	Total
Columbia Point	162	486	486	324	162	1620
High density	0	0	0	0	0	0
Medium density	72	216	216	144	72	720
Low density	90	270	270	180	90	900
Thompson	372	1116	1116	744	372	3720
High density	96	288	288	192	96	960
Medium density	96	288	288	192	96	960
Low density	180	540	540	360	180	1800
Spectacle	234	702	702	468	234	2340
High density	96	288	288	192	96	960
Medium density	48	144	144	96	48	480
Low density	90	270	270	180	90	900
Long Island	492	1476	1476	984	492	4920
High density	144	432	432	288	144	1440
Medium density	168	504	504	336	168	1680
Low density	180	540	540	360	180	1800

APPENDIX B

EMPLOYMENT MODEL SUMMARY

a. Locally generated employment

Category	Projected Jobs	Estimated Range
Construction	420	
Manufacturing	0	
Transportation	460	
Communications, Utility Services	420	
Wholesale	380	
Eat and Drink	380	
Retail	120	
Bus. and Repair Services	120	
Private Households	80	
Personal Services	200	
Hospital Services	500	
Educational Services	1000	
Professional Services	170	
Public Administration	420	
Other	210	
Subtotal	5860	4500-6000

b. Externally generated employment

U. Mass./Boston	2600	2000-2600
Business Service, R & D, Medical, Training, F.I.R.E.	7500	5000-7500
Subtotal	10,100	
TOTAL	15,960	11,500-16,100

APPENDIX C

Rapid Transit
Summary of Estimated Statistics

Distance from Long Island Terminal to South Station

Alternative 1.	6 miles
Alternative 2.	6 "
Alternative 3.	6 "

Average peak-hour travel time, terminal to downtown

Alternative 1.	15 min.
Alternative 2.	13 "
Alternative 3.	14 "

Commuting time saved versus automobile

Alternative 1.	15 min.
Alternative 2.	17 "
Alternative 3.	16 "

24-hour two-way riders (average weekday)

Alternative 1.	30,000
Alternative 2.	33,600
Alternative 3.	30,000

Annual rapid transit revenue

Alternative 1.	$ 3,900,000
Alternative 2.	4,238,000
Alternative 3.	3,900,000

Total project costs

Alternative 1.	$19,661,000
Alternative 2.	22,878,000
Alternative 3.	21,841,000

Total operating costs

Alternative 1.	$ 1,520,000
Alternative 2.	2,280,000
Alternative 3.	1,520,000

APPENDIX D

PRELIMINARY STATISTICAL SUMMARY OF DEVELOPMENT COSTS AND REVENUES
($000's)

	DEVELOPER	FEDERAL	STATE	CITY	MDC	MBTA	PRIVATE	USER FEES	COMMUNITY ASSOCIATION	TOTAL
Capital Costs	23,721	31,189	16,240	12,830	1,750	6,900	25,890	-	-	118,520
Operating Costs		8,481	2,051	4,962	700	2,280	1,248	7,544	400	25,477
Property Tax Revenues				6,370						

PRELIMINARY CASH FLOW ANALYSIS - DEVELOPER - 10 YEAR DEVELOPMENT ($000's)

Year	1	2	3	4	5	6	7	8	9	10
Gross cash expenditures	9,500	4,510	4,890	6,590	7,280	5,360	7,140	4,960	2,800	1,030
Gross cash income	1,544	4,547	7,188	6,064	5,541	6,028	8,929	8,073	5,736	3,775
Net cash requirement/ benefit	-7,956	+ 37	+2,298	-526	-1,739	+668	+1,789	+3,113	+2,936	+2,745
Cumulative cash requirement/ benefit	-7,956	-7,919	-5,621	+ 6,147	-7,886	-7,218	-5,429	-2,316	+620	+3,365

Financing Assumptions.

a) Funding.

Prompt supply of federal, state, and local contributions to development costs at the time required by the development process.

b) Marketing.

Prompt sales of land to residential and commercial developers as sites become available.

c) Land Sales Values.

	DENSITY		
	High	Medium	Low
a. Low-income housing $/unit	1100	1500	1700
b. Moderate-income housing $/unit	1800	2200	2400
c. Middle & Upper-income housing $/unit	2500	2900	3100
d. Commercial $/acre	100,000		

d) Property Taxes.

Residential Income Group ($000's)	Tax % Gross Rent
0--4	5%
4--7	15%
7--10	20%
10--14	20%
14 +	20%

Commercial

Tax = $0.60 per square foot

($12/SF assessed at 50% taxed at $100 per $1,000)

CONSULTANT INTERVIEWS

Industrial Development

Frank King, Vice-President
C.C. & F.

Commercial Development

Jay Schocket, Developer

Hotel and Resort Development

Erling Langerholm, Vice-President
C.C. & F.

Development Financing

William Poorvu, Real Estate Consultant

INTER-OFFICE COMMUNICATION

TO

FROM

DATE

SUBJECT

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INTER-OFFICE COMMUNICATION

38

For BRA Discussion Purposes Only

TO Charles Hilgenhurst

FROM Mike Honey

DATE August 11, 1969

SUBJECT Comparison of "Expo New Community" versus "Islands New Community"

Attached is a brief analysis of two strategies for developing a New Community in Boston Harbor. It compares the "Expo New Community" with the "Islands New Community" in achieving a New Community at the least cost to the City.

The cost figures for the Expo have been revised downwards since ADL last worked them over. I have distributed them among funding sources as best I can, but my figures may be slightly off. The cost given for the Islands New Community have been escalated to 1976-80 dollars on the same assumptions as the Expo costs. In other words, the two sets of costs and revenues are as up to date and as comparable as I can reasonably make them.

The conclusions of this analysis are threefold:

a. Under the present financing plan, a New Community will cost the City about as much with Expo as without. This refers to cash costs only.

b. Under the present financing plan, the Expo New Community Developer would lose heavily on his investment. The Islands New Community Developer would probably break even, or take a more modest loss.

c. If the City had to underwrite part of the Developer's loss, the Islands New Community would almost certainly be a more efficient strategy.

In this analysis I have had to limit myself to the Expo New Community in its present form, under its currently proposed funding arrangements. It is very probable that an alternative design would cost out more favorably.

Without resorting to that alternative, the solution to the problems revealed by this analysis must be limited to redistributing some of the costs from the Community Developer to the Expo Authority, and assuming an increase in Federal and State funding to the latter. An additional $100 million would probably be enough to take the bulk of the debt load off the Community Developer, and to allow him to break even.

In evaluating an analysis of this kind, it is worth remembering that its conclusions are worth no more than the assumptions that underpin them. Some of the conclusions drawn from this study are significant enough to warrant a rigorous and sceptical look at these assumptions. Perhaps the most important ones are the interest rates to be expected, and the revenues projected from the sales of converted Expo facilities.

cc: Philip Zeigler
Director of Planning

Tom O'Brien
Nick Greer

FOR BRA DISCUSSION PURPOSES ONLY

COMPARATIVE ANALYSIS
"EXPO NEW COMMUNITY" VERSUS "ISLANDS NEW COMMUNITY"

In this analysis we are concerned with two groups of interests. The first is the City of Boston and the second is the Community Developer. We are concerned with the wellbeing of the latter because a viable New Community Development is the City's goal in hosting the Expo. The financial failure of the Community Developer would not only abort this goal, but it might also impose heavy costs on the City in underwriting his losses.

I. The City

Under the "Expo" plan, the City would fund the Expo Corporation with $75 million over the six years from 1971 to 1976. (See TableI.) If we assume that this funding is spread evenly over this period, interest compounded at 6% will amount to $17.61 million in 1969 dollars.

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Under the "Islands" plan the City's share of the funding would amount to $23.47 million in 1976-80 dollars.

In terms of value to the City, the Expo New Community assumes $50.40 million for community facilities (education, health, police, etc.) while the "Islands New Community" allows for $55.10 million.

In other words the difference in cash costs to the City is about equal to the difference in the value gained in public facilities. Whatever financial advantages one plan has over the other is marginal, and well within a reasonable range of estimating error.

Table II outlines tax revenues to be expected from the Expo construction expenditures and visitor spending. Although a single figure is given, there is considerable uncertainty attached to these estimates.

Tables III and IV attempt to structure the non-cash costs and benefits related to either strategy into a format that facilitates the comparison of one strategy against the other. The importance assigned to the costs and benefits mentioned (or omitted) are a matter of judgment and speculation.

II. Community Developer

The Community Developer's financing is analyzed in Tables V, VI and VII. Table V outlines his annual requirements for capital based on the construction phasing worked out by ADL. Table VI projects his annual cash income from the operation and sales during Expo and following his construction of the New Community. Table VII combines these two flows of cash demand and supply, applying an interest charge on this annual debt.

In this cash flow analysis, no allowance is made for the developer's own operating, administrative and advertising costs. It assumes total tax relief during the development period and it assumes 100% sales during the periods shown.

Nevertheless, this analysis is very discouraging. It projects a peak debt of nearly half a billion dollars before the year of Expo. In addition it shows a net loss to the developer of nearly $130 million.

A cash flow analysis of the Islands New Community was run on the basis of our preliminary cost estimates. It indicated that the Islands Community Developer would incur a modest peak debt and would show a slight profit for the last two years of a ten year development period. This analysis is about to be repeated on the basis of revised cost figures. My guess is that the peak debt will rise, but development will just about break even. It might take a modest loss.

A study of Table VII together with the comparison of the Gross Capital Costs for each element in the two communities (Table VIII) helps to explain this enormous difference in the financial feasibility of the two developments.

a. The Expo New Community Developer faces his heaviest demand for cash early in the development process, long before he receives any off-setting cash income. In this way he builds up a heavy interest charge.

   In the Islands New Community some cash income is available almost from the outset of development. This keeps the developer's debt level low.

b. Table VIII shows that although the Expo New Community Developer pays nothing for his land or landfill, (as opposed to $13.60 million for the Islands Developer), he pays consistently more for every remaining element. This happens for two reasons. First, the Community Developer is paying for sophisticated and costly systems (transportation, utilities, parking, etc.) which are necessary for an Expo, but extravagant for a community. Second, judging from ADL's financing program, reliance on the Expo for funding may close many sources of capital funding that would be open to the Islands New Community Developer. Title IV of the 1968 Housing Act (New Communities) is a case in point. The funding of community facilities is another. This problem would appear most critical when the detailed financing of housing is considered. Would housing, constructed as hotel accommodation and subsequently converted, be eligible for mortgage subsidy under the 235,236 program guidelines? The answer would be a vital factor in the marketability of this

housing, and on the income structure of the population that might benefit from its construction.

TABLE II

SUMMARY COMPARISON OF GROSS DOLLAR BENEFITS

EXPO NEW COMMUNITY VERSUS ISLANDS NEW COMMUNITY
($ MILLIONS 1976-80)

ITEM	EXPO NEW COMMUNITY	ISLANDS NEW COMMUNITY
Total Expenditures Generated by Visitors in Boston SMSA	1,376.00	
in Rest of Mass.	702.50	
in Rest of New England	151.70	
Total	2,230.20	
Taxes Generated by Construction and Visitor Expenditures		
a. Federal	185.00	39.17
b. State	134.00	14.44
Annual Real Estate Taxes	7.10[1]	6.34

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[1] This estimate assumes that both new communities would provide housing for populations of a similar income structure. The larger population of the Expo New Community and its more generous assumptions for the marketability of extensive commercial and industrial space, result in a high tax figure for the Expo New Community.

TABLE I

COMPARISON OF CAPITAL EXPENDITURES
EXPO NEW COMMUNITY VERSUS ISLANDS NEW COMMUNITY
($ MILLIONS 1976-80)

		GRAND TOTAL	TOTAL EXHIBITORS	COMMUNITY DEVELOPER	PUBLIC				TOTAL PUBLIC	TOTAL LOCAL PUBLIC	EXPO OPERATING PROFITS
							LOCAL PUBLIC				
					FEDERAL	STATE	CITY	MDC & MBTA			
EXPO New Community	Construction Funding	1,500.66[1]	290.19	496.16	412.08	200.43	74.46	27.34	714.31	101.80	0.00
	Resale and Profits[2]	(194.38)	0.00	88.58	(34.75)	(173.75)	(74.46)	0.00	(282.96)	(74.46)	194.38
	Net Costs	1,306.28	290.19	584.74	377.33	26.68	0.00	27.34	431.35	27.34	0.00
Islands New Community	Construction Costs	404.10	-	301.54	38.94	33.36	16.60	8.44	97.34	25.04	
	Contingences Inflation Allowances	169.72	-	129.37	16.25	13.91	6.87	3.34	40.37	10.21	
	Net Costs	573.82		430.91	55.19	47.27	23.47	11.78	137.91	35.25	

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[1] Total construction costs are $1,421.49. Funding exceeds costs by $79.17. Excess included in EXPO Operating Profits.

[2] Debit or (Credit)

TABLE III

SUMMARY COMPARISON OF NON-DOLLAR BENEFITS

EXPO NEW COMMUNITY VERSUS ISLANDS NEW COMMUNITY

ITEM	EXPO NEW COMMUNITY	ISLANDS NEW COMMUNITY
Landfill	Addition of 263 acres to city land supply.	Addition of 50 acres of beach areas.
Transportation	Improvements to MBTA System. Multi-story parking for park and ride system. Access to Thompson Island.	Access to Thompson, Spectacle and Long islands for recreation.
Recreation	Accessible beaches and marinas on Thompson Island.	Accessible beaches, marinas, etc. on Thompson, Long and Spectacle islands.
Pollution	Benefits of non-polluted Dorchester Bay.	
Visitors	Publicity and increased tourism.	
Housing	15,000 units.	Housing fundable under housing acts. 12,600 units.
Employment	Increased employment during Expo.	

TABLE IV

SUMMARY COMPARISON OF NON-DOLLAR COSTS

EXPO NEW COMMUNITY VERSUS ISLANDS NEW COMMUNITY

ITEM	EXPO NEW COMMUNITY	ISLANDS NEW COMMUNITY
Landfill	Unknown ecological costs in harbor. Restriction of boating areas. Severe political opposition from recreation and conservation groups.	Less opposition from conservation groups.
Transportation	Congestion of transport facilities in Expo period.	
Housing	Housing shortage in Expo period.	
Employment	Labor shortage before and during Expo. Oversupply after Expo. Cheap industrial space provided by Expo facilities.	

TABLE V

EXPO - NEW COMMUNITY DEVELOPER
CASH REQUIREMENT SCHEDULE
($ MILLIONS 1972-80)

1970	'71	'72	'73	'74	'75	'76	'77	'78	'79	'80	'72-'80
Utilities		3.13	3.13								6.26
Landscaping				2.10	2.09						4.19
Marina			2.85	2.86	2.85						8.56
Hotel Housing			93.64	93.65	93.64						280.93
Hotel Housing Conversion							0.76	0.76	0.76		2.28
Core Housing Conversion							7.56	7.56	7.56		22.68
New Housing							30.51	30.50	30.51		91.52
Core Conversion to Commercial							6.00	7.00	7.00		20.00
On-Site Parking			19.91	19.92	19.91						59.74
Purchase Facilities From EXPO						44.29	44.29				88.58
Cash Requirement		3.13	119.53	118.53	118.49	44.29	89.12	45.82	45.83		584.74

TABLE VI

EXPO - NEW COMMUNITY DEVELOPER
CASH INCOME SCHEDULE
($ MILLIONS 1972-80)

	1972	'73	'74	'75	'76	'77	'78	'79	'80	'72-'80
Hotel Revenue					(70.00)[1] 90.80					90.80
Hotel Housing Sales							(90.00) 126.00	(90.00) 130.60		256.60
Core Housing Sales							(10.56) 14.91	(10.56) 15.89		30.80
New Housing Sales								(30.50) 44.25	(30.50) 45.92	90.17
Marina Operation & Sales					2.00	10.00				12.00
Commercial & Industrial Sales							(13.00) 18.50	(14.00) 20.30	(13.00) 19.56	58.36
Parking Sales & Revenue					9.00	30.00	29.74			68.74
Total Cash Income				0.00	101.80	40.00	174.24	211.06	81.37	608.47

[1] Figures in parentheses indicate 1969 $'s. Firgures without parentheses indicate $'s current with year of income.

TABLE VII

EXPO - NEW COMMUNITY DEVELOPER

CASH FLOW ANALYSIS *

1970	'71	'72	'73	'74	'75	'76	'77	'78	'79	'80	'72-'80
Net Cash Needed		3.13	119.53	118.53	118.49	44.29	89.12	45.82	45.83	0.00	584.74
Balance		-	3.35	131.38	267.40	412.89	380.30	459.43	354.21	202.30	-
Cash Income		0.00	0.00	0.00	0.00	101.80	40.00	174.24	211.06	81.37	608.47
Debt or (Credit)		3.13	122.88	249.91	385.89	355.38	429.42	331.01	188.98	120.93	-
Interest @ 7%		0.22	8.50	17.49	27.00	24.92	30.01	23.20	13.32	8.46	153.12
Gross Cash Requirement		3.35	131.38	267.40	412.89	380.30	459.43	354.21	202.30	129.39	129.39

* $ Millions 1972-80

TABLE VIII

SUMMARY COMPARISON OF CROSS DOLLAR CAPITAL COSTS

EXPO NEW COMMUNITY VERSUS ISLANDS NEW COMMUNITY
($ MILLIONS 1976-80)

	EXPO NEW COMMUNITY TOTAL COSTS	DEVELOPER'S SHARE	ISLANDS NEW COMMUNITY TOTAL COSTS	DEVELOPER'S SHARE
Land Acquisition	1.76	0.00	6.50	6.50
Landfill and Dredging	132.83	0.00	7.10	7.10
Transportation and Parking	304.03[1]	59.74	73.20	20.81
Utilities	27.47[2]	6.26	17.17	2.99
Recreation	72.69[3]	12.75	10.20	1.39
Community, Retail and Commercial Facilities	405.93 [4]	108.58	120.84	51.01
Housing	433.88[5]	397.41	338.81[6]	338.90
Pollution Control	42.90[7]	0.00	-	0.00
Total Costs	1421.49	584.74	573.82	428.70

[1] Includes major investment in MBTA system plus computerized on-site transit system for EXPO.

[2] Includes communications and lighting systems for EXPO.

[3] Includes site furniture and ornamental works for EXPO and two marinas.

[4] Includes cost of exhibit/core space plus conversion to community use.

[5] Cost of EXPO hotel space plus conversion and construction of new units. Total units 15,000. Does not include off-site visitor accommodation.

[6] 12,600 units

[7] Political necessity for fair. Might also be necessary for Islands New Community.

TABLE IX: ISLANDS NEW COMMUNITY
SOURCES OF CAPITAL COSTS ($ MILLIONS)

	Total	Public Devel. Corp.	Commun. Devel. Corp.	Federal	State	City	MDC	MBTA	Non-Profit Devel.	Developer	Other
Land	4.58		4.58								
Landfill	5.00		5.00								
Bridges	15.10		3.77	7.55	3.78						
Arterial Roads	10.50		2.62	5.25	2.63						
Local Roads	7.77		7.77								
Transit	17.18			11.34				5.84			
Other Mainland Links	1.00		0.25	0.50	0.25						
Water	2.80		0.84	1.96							
Sewer	3.07		0.92	2.15							
Electricity	4.12										4.12
Gas	1.10										1.10
Phone	1.00		0.30	0.70							
Other											
Education	45.69				26.20	14.11			5.38		
Health	2.44			2.44							
Day Care	2.50			1.83	0.50				0.17		
Libraries	2.23			0.78		1.45					
Community Center	1.09		0.36	0.73							
Fire & Police	0.61					0.61					
Other	0.54			0.11		0.43					
Beaches	5.00			2.50			2.50				
Open Space	0.87		0.14	0.45					0.14	0.14	
Marinas	0.50		0.15	0.25						0.10	
Other	0.81		0.21	0.40			0.10		0.10		
Retailing	15.00									15.00	
Other Commercial	15.00									15.00	
Low-income hsg.	22.10								22.10		
Moderate-income hsg.	137.90								137.90		
Middle-income hsg.	78.60									78.60	
Sub Total	404.10		26.91	38.94	33.36	16.60	2.60	5.84	165.79	108.84	5.22
Contingences Allowances Inflation	169.72		11.20	16.25	13.91	6.87	0.99	2.35	70.37	45.61	2.19
Grand Total	573.82		38.11	55.19	47.27	23.47	3.59	8.19	236.16	154.43	7.41

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